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ABSTRACT

The first part of the handbook describes the Special Education Supervisors Training Project (SESTP) designed to train 15 special education supervisors each year through a systems approach emphasizing coordination of regular and special education practices and procedures. Specific requirements for Illinois supervisory endorsement in special education are listed. The second part of the handbook features an excerpt on the supervisor's role in a comprehensive special education service delivery system. A special education consortium is outlined, along with policy relating to individualized education programs and general service delivery system procedures. The final section contains remarks from participants in a 1983 SESTP symposium and interviews with supervisors, special education coordinators, providers, and consumers regarding the functions of special education supervisors. (CL)

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HANDBOOK:

INTRODUCTION TO SUPERVISION IN SPECIAL EDUCATION

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Edmund D. Hunt
Editor

Special Education
Supervisors Training Project (SESTP)
DOE Grant No. G008301354

Northeastern Illinois University
Department of Special Education

EC180985

Dedication:

This handbook is dedicated to the memory of Prof. Levi Lathan, the man, the teacher, the administrator. This grant project is Prof. Lathan's last contribution to the children he served all his professional life. His final words to educators were spoken at the Symposium which initiated the SESTP and will be the guiding wisdom for the life of the project.

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Special Education Supervisory Training Project

Staff

Janet Lerner, Ph.D., Co-Director, Instructor

Sharon Coben, Ph.D., Co-Director, Instructor

Jeffrey Messerer, Ph.D., Evaluator, Instructor, Advisor

Edmund B. Hunt, Ph.D., Project Historian, Handbook Editor, Practicum Supervisor

Glen Thompson, Ph.D., Evaluator

Noreen Blanchard, Secretary

Symposium Participants

Dr. Ora McConner

Mr. Gary Jewel

Dr. Paul Jung

Dr. Guy Mahan

Dr. William Malloy

Dr. Estelle Bradley

Mr. Ted Lewis

Dr. Pamela Gillet

Dr. Seymour Miller

Ms. Tee Gallay

Mr. Walter Reed

Mr. Dale Jones

Ms. Emma Neiweem

Ms. Barbara Muzik

Ms. Nancy Shuttleneeth

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1. PROJECT INFORMATION

A. Rationale and Purpose

The Department of Education, the Special Education Programs (SEP) and the Division of Personnel Preparation (DPP) have identified a need to develop leadership personnel at the LEA level. This need is recognized in P.L. 94-142 and in Part D of the Act. Sub-part B 318.10 (1) states a priority for projects to prepare personnel as Special Education supervisors. The July 8, 1982 "Draft of an Outline of a Plan to Improve the Quality of Personnel Preparation" and the DPP Washington meeting of December 9 and 10, 1982 focused on the need for training of quality special education personnel who can serve as leaders in the LEA, spread the best practice in educating handicapped children and youth, work as liaison between regular and special education and provide quality supervision for special education teachers, regular education teachers and related personnel.

The Department of Specialized Education Services of the Illinois State Board of Education (ISBE) conducted a Needs Assessment for Special Education Personnel Preparation Development in the Summer of 1982. They identified a need for 81 additional supervisors in special education in 1981-1982 and another 19 for 1982-1983, totalling 100. In discussion concerning the Illinois need for supervisors, the staff of the ISBE noted hat the 1981-1982, 1982-1983 count is "uncertain" because of the variability of reporting at local school district levels. Thus, it is difficult to estimate the precise number of supervisors needed in the State of Illinois. However, many of the supervisory endorsements that have been granted in the State of Illinois are "provisional" in nature according to staff members of the ISBE. In addition, many supervisory vacancies currently exist and upgrading of supervisory skills is greatly needed. Those supervisors who are not fully certified must do additional work to meet certification requirements. Illinois Rules and Regulations to Govern the Administration and Operation of Special Education require supervisory personnel to hold a valid certificate in the area of responsibility to meet requirements for approval as outlined in the Special Education Certification and Approval Requirements and Procedures.

The ISBE issued a paper in November of 1982 entitled "Special Education Mandates: A Preliminary Report." The ISBE identified a need for greater precision in determining:

1. Who should be served by Special Education?
2. What special education services should be provided?
3. Who should be responsible for providing special education services?
4. How to evaluate the quantity and quality of special education services that are delivered?

Public hearings on this report gave the public an opportunity to consider the preliminary report on education mandates and propose revisions in the rules and regulations that govern delivery of special education services. An aim of this project is to train quality supervisory personnel who could serve as a vital link in carrying out ISBE intentions.

This project will utilize a program already approved for Northeastern Illinois University by the State of Illinois for Special Education Supervisory Endorsement.

It will meet the need to prepare effective LEA supervisors and leadership in special education by providing high caliber pre-service training for special education supervisory personnel. This training will emphasize a "systems" approach to delivery of appropriate and quality special education services to handicapped students. The training will emphasize the importance of coordinating regular and special education in the service delivery processes and procedures. This preparation will also promote excellence in collective planning, implementation, and evaluation of special education service delivery systems.

B. Goals, Products, Participants, Purpose, and Benefits

The goals of the Special Education Supervisors Training Project (SESTP) include the following:

1. Provision of high caliber pre-service training for special education supervisory personnel.

2. Provision of training which emphasizes a "system" approach to delivery of appropriate and quality special education services to handicapped students.

3. Provision of training which emphasizes the importance of coordinating regular and special education in service delivery processes and procedures.

4. Promotion of excellence in collective planning and the implementation and evaluation of special education service delivery practices, processes, and procedures.

5. Provision of training which will prepare special education supervisors who are knowledgeable and sensitive to federal and state needs in special education and in methods and strategies for meeting these needs.

Products to be achieved through the project's operations include:

1. Preparation of high quality special education supervisory personnel.

2. Improved cooperation between special education service providers, consumers, purchasers, and regulators.

3. Clarification of special education processes and procedural actions that are related to identification, referral, assessment, planning, placement, and instruction of handicapped students.

4. Improved cooperation between regular and special education personnel.

5. Clarification of roles and responsibilities of special and regular education for meeting unique needs of special education students.

6. Identification of criteria for evaluation of special education service delivery processes and procedures.

Participants in the project's operation include:

1. Northeastern Illinois University Special Education faculty.

2. Northeastern Illinois University Special Education Advisory Council.

3. A SESTP Project Council of program administrators, supervisors, specialists, parent organization representatives (special and regular), and representatives of special education related community based agencies.

4. Additional special education supervisory project staff.

5. SESTP trainees. The project seeks to recruit highly qualified, experienced, special education teachers who show promise of leadership and potential for special education supervisory success. Recommendations will be reviewed from the applicant's school districts on the basis of excellence in teaching, understanding of individual differences and potential for leadership.

What is the Purpose of the Project?

The purpose of this project is to train 15 special education supervisors each year. These trainees will earn a Master's degree in Special Education and Illinois Supervisory Endorsement. This project will enable trainees to assume supervisory and leadership responsibilities in the field of special education. Students in this project will complete Master's level courses including specific additional work in administration and supervision to be eligible for the Supervisory Endorsement in Special Education in one of the following areas: Trainable Mentally Handicapped (TMH), Behavior Disorders (BD), Educable Mentally Handicapped (EMH), or Learning Disabilities (LD).

What are Some Desired Outcomes of the Project?

1. Trainees will be eligible for Supervisory Endorsement in Special Education and Entitlement in one of four areas: TMH, BD, EMH, LD.

2. Trainees will demonstrate in-depth knowledge of the service delivery processes and procedures in special education: pre-referral, referral, assessment, planning, placement, and instruction.

3. Trainees will demonstrate high level competencies in staff development and promotion of an effective working relationship between regular and special education.

4. Trainees will demonstrate high quality interpersonal management skills.

5. Trainees will demonstrate in-depth knowledge of roles and functions of persons who make delivery of quality special education possible: consumers, providers, purchasers, regulators.

6. Trainees will demonstrate competencies in methods of evaluating special education programs.

What Benefits are to be Derived form the Project?

Benefits to be derived form the project include:

1. Preparation of high quality special education supervisory personnel to enable delivery of quality special education services by providing dynamic and objective leadership.

2. Improved cooperation among special education service providers, consumers, purchasers, and regulators. To improve the delivery of quality special education services by expanding the base of support for special education program goals and objectives.

3. Improved coordination between regular and special education personnel to facilitate appropriate student placement and promoting normalization of academically related behavior.

4. Clarification of special education processes and procedural actions that relate to identification, referral, assessment, planning, placement, and instruction of handicapped students. Improvement of community, collective planning, implementation and evaluation of special education services.

5. Clarification of roles and responsibilities of special and regular education personnel to meet the unique needs of special education students and to interface regular and special education service delivery processes and procedures.

C. Requirements for Illinois Supervisory Endorsement in Special Education

The Illinois State Board of Education granted approval to Northeastern Illinois University for Supervisory Endorsement in Special Education effective December 2, 1982. The requirements include: Successful completion of a Master's degree in one of the following areas at UNI:

-Learning Disabilities

-Behavior Disorders

-Trainable Mentally Handicapped

-Educable Mentally Handicapped

Evidence of 100 hours pre-student teaching clinical experience in area of specialization.

The candidates for Supervisory Endorsement will complete the following courses:

-EDFN-421 Administration and Organization of Public Education (3 cr.)

Introduction to the study of educational administrative process and administrative theory and overview of the structure of public education at the local, state, and federal levels. Prerequisite: graduate standing.

-EDFN-424 Educational Supervision (3 cr.)

An analysis of the components of supervisory behavior in education and their influence upon the participants in the process of supervision; human and technical skills in personnel management; organizational factors affecting the performance of

the supervisor; problematic areas within educational institutions and their influence upon supervisory behavior. Prerequisite: graduate standing and EDFN-421.

-SPED-470 (cross listed with EDFN-460) Administration and Supervision of Special Education (3 cr.)

Introduction to special education administration including legal and financial aspect, staff and community relations, mainstreaming facilities and curricular design; students will have an opportunity to solve problems using case studies and simulated materials. Prerequisite: graduate standing, EDFN-421 and SPED-410.

*Only the courses listed above taken at Northeastern Illinois University with a minimum grade of "B" will be accepted.

*Candidates are required to provide evidence of two (2) years teaching experience through the submission of a letter from their employing school district which bears the district's official seal.

This program, as outlined, in addition to the approved Master's degree program, meets the requirements as set down in "Rules and Regulations to Govern the Certification of Teachers, August, 1977."

The candidate must provide evidence of passing the United States and Illinois Constitution examination before Supervisory Endorsement will be granted.

D. Internship

In addition to the above requirements, each trainee in the SESTP must complete an internship in Special Education Supervision. This internship is designed to provide the "trainee" with an internship experience combined with active field research in Special Education supervision. The internship will be supervised by the project's internship coordinator. The internship course is planned to be SPED-393C Supervision in Special Education. The internship coordinator will work under the direction of the Project Director. Prerequisite for Internship: Master's degree candidacy, acceptance as a supervisor trainee, successful completion of Practicum II in the area in which endorsement is sought (EMH, TMH, LD or BD) and a recommendation for SPED-393C Internship from the practicum coordinator.

The internship will provide field and supervisory experience in EMH, BD, TMH or LD. Interns will teach with special education teachers, regular teachers, administrators and related school personnel.

Internship activities will include:

1. Exploring pre-referral/identification activities. Procedures used by regular education in identifying potential cases for referral.

2. Recording referral activities. Information and documentation provided by regular educators at the time a special education need is suggested.

3. Surveying assessment activities. Interactions between regular and special educators in the process of conducting a comprehensive assessment.

4. Examining individualized educational program planning activities. Procedures to promote effective IEP's.

5. Analyzing placement activities criteria for appropriate placement of students in the least restrictive educational environment.

6. Analyzing the instructional planning process. Instructional activities in regular and special education to meet the unique needs of handicapped students.

7. Examining the evaluation in instructional activities. Methods of evaluating the effectiveness of the special education decisions and programs.

The following section is excerpted from Levi Lathen, Developing a Comprehensive Special Education Service delivery System: Check That System. Lanham, Md: University Press of America, 1983.

II. THE SUPERVISOR'S ROLE

A. Service Delivery System

RATIONALE FOR DEVELOPMENT AND ANALYSIS OF SPECIAL EDUCATION SERVICE DELIVERY SYSTEMS

It is the position of this writer that systems analysis is essential to delivery of quality special education services. The system provides the structure through which identification, referral, assessment, placement, and instructional services will be delivered. It is not possible for a faulty and defective service delivery system to deliver quality special education services to handicapped students. When special education processes are related and coordinated, they form a comprehensive delivery system.

The special education service delivery system requires periodic evaluation to assure that needed services are adequately and appropriately delivered. System defects can be identified and remediated on the basis of evaluation results. Like the molecules of matter, each process action in the system produces a comparable reaction which has impact throughout the system.

Why Organize The Service Delivery System?

The quality of student identification affects the quality of referral...the quality of referral affects the quality of assessment...the quality of assessment affects the quality of instructional planning...the quality of instructional planning affects the quality of education placement that is selected...the quality of student placement for instruction affects the quality of instructional services the student will receive. There is a continuous cycle. The service delivery system should facilitate cooperation in the provision of education to handicapped students. It is the vehicle by which prescribed services for handicapped students are designed and delivered to meet unique educational needs. This vehicle needs periodic check-ups and occasional tune-ups. On this vehicle, which travels between the peaks and valleys of special education to the plains and meadows of regular education, is to be found the special education student. The condition of the passenger and that of the vehicle is a matter for concern when taking such an important educational journey. Too often we fail to reach our destination because we evaluate the passenger while neglecting to consider the condition of the educational vehicle on which the journey is charted, the service delivery system.

The special education service delivery system describes how people work together to achieve the goals of the system. Through the service delivery system it is possible for people to work together to get the job of special education accomplished on behalf of the student. It is probable that the molecules of cooperation will be scattered by the winds of frustration and impulsive process actions in the absence of a comprehensive special education service delivery system.

Systems analysis, development, and evaluation can do much to improve the quality of special education assessment, placement and instruction. Emphasis is placed herein on developing and communicating a structure for collective planning and organized

participation in the special education process. Development, evaluation and modification of special education service delivery systems can do much to eradicate many of the deficiencies that obstruct delivery of quality instruction to handicapped students.

Many processes and process relationships in the system require analysis. Needs of handicapped students can be met only when processes are established which effectively:

1. Identify educationally handicapped students.
2. Accurately assess their educationally related needs.
3. Design effective individual education programs.
4. Designate appropriate student placement for implementation of instruction.
5. Periodically evaluate the effectiveness of instruction.

Participation in development of special education processes by a cross-section of the community at all levels of service delivery is an ever present need. Analysis of systems policy, procedures, and process, and modification of these as determined by results of the analysis, is a goal to be achieved. The mission is ambitious, and the goal is difficult to achieve. Involvement of people can make a difference. Parent, teacher, school administrator, and community agencies can work together to achieve an EFFECTIVE AND COMPREHENSIVE SPECIAL EDUCATION SERVICE DELIVERY SYSTEM. There is need to analyze identification and referral processed - assessment and instructional planning processes - placement and instructional processes.

Historically, we have been concerned about evaluating the student while ignoring the quality of services delivered to the student. The time has come to reconsider. It is now time to evaluate, modify and discover methods and techniques that are effective in remediating deficiencies in the services that are delivered to students.

The role of the school is perceived differently by the home, school and community (Howe, 1981). A continuous relationship between the home, school and community that is defined by system operations is the basis on which service delivery discrepancies and deficiencies are replaced with system competencies. Competencies within the system predispose the student to potential academic successes. The lessons of history assure us that school and school personnel alone alone cannot accomplish the task of providing a comprehensive and practical education for handicapped students. Parents cannot accomplish this task alone, and the child cannot accomplish it alone. Community agencies and concerned citizens of the community cannot provide opportunity for a comprehensive and practical education for handicapped students. This is a task that can be accomplished only through collective planning and concerted effort of patents, teachers, school administrators, community agencies and students. It is the <u>interaction</u> of parents, teachers, school administrators and related community agencies that promise potential for positive change, growth and development on the part of the handicapped student. For this reason, system functions must place greater emphasis on <u>interactions</u> as opposed to <u>actions.</u> The accomplishments of parents, teachers, school administrators, students and community agencies working together (interacting) have greater significance that does the accomplishment of any individual, agency or discipline (acting). There exists an inseparable relationship between the student, the school, the home and the community. The nature of this relationship and the clarity with which roles and responsibilities are identified, strongly influence the quality of educational opportunity that will be made available to handicapped students. Objective planning, implementation and

evaluation of system functions are basic to individualization of instruction for handicapped students.

Actions of the special education service delivery system should de-emphasize search for student disabilities. It should emphasize discovery of conditions and circumstances under which student success is achieved. It should avoid justifying school failure in the name of a handicapped condition and seek to justify anticipating school success as a product of precision planning. Such planning should be based on knowledge of the student's past performance. A healthy partnership in education between the student, home, school and community, evaluates instructional strategies and modifies them where appropriate. It evaluates special education service delivery systems and modifies them where appropriate. It creates an atmosphere that is conducive to learning. In this atmosphere, it inserts instructional objectives and teaching strategies that are designed to develop student competencies through cooperation of those most significant to the student's growth and development. Among the most significant persons in the life of a student are parents, relatives, teachers, school administrators and peers. Collectively they can
provide the persistent stimulation that is necessary sustain the student's efforts toward dissipating academic, behavioral and skill deficits.

RESEARCH BASIS FOR DEVELOPMENT OF A COMPREHENSIVE SPECIAL EDUCATION SERVICE DELIVERY SYSTEM

A System is Required for Precision Identification and Delivery of Special Education Service.

Identification of students for special education services requires objectivity and precision in assessment of student needs. Assessment findings and students needs must be interfaced with regular education resources and special education resources to determine the most appropriate student placement for instruction. Before special education placement, there is need to determine what will happen for the student in special education that cannot as effectively be provided in regular education. Objectivity and precision in student identification, referral, assessment, planning, placement, and instruction insures action to meet unique educational needs. A comprehensive service delivery system is required to provide this assurance.

Identification of students for special education services poses major problems in the school district. Kanner (1962) reports that it is impossible to locate a definition of the term "emotionally disturbed" children despite the fact that the term was found in the literature as early as the 1930's. The definition provided for emotionally disturbed children by Public 94-142 (1975) leaves much to be desired. It is difficult, if not impossible, to account for developmental deviancies (normal deviancy) in the confines of a definition for a condition. Books have been written on the topic of emotional disturbance and behavior disorders.

All children exhibit behavior deviations. The question of "normal" deviancy versus deviancy that is symptomatic of social or emotional maladjustment is, therefore, raised. Research of MacFarlane, Allen and Honzid (1954) clearly demonstrates that normal does not mean the absence of adjustment problems. Many childhood problems decline with age. Elimination controls, fears, thumb sucking, destructiveness and temper tantrums all seem to be problems of children which appear and decline with

age. Nail biting, insufficient appetite, seem to appear, reach a peak, decline, and disappear by age fourteen. Problems of restless sleep, disturbing dreams, physical timidity, irritability and demands for attention, seem to appear near the entry of school then decline and re-appear at the beginning of adolescence. These and other problems seem to dissipate with time through a process of socialization.

Research of MacFarlane, Allen and Honizik, suggests the existence of adjustment problems that are related to sex difference and position in the family. These differences may be a product of variations in expectations placed on boys as contrasted with those placed on girls in our Western Civilization. They may also reflect changing expectations of parents as the number of siblings increases in the family. Whatever the cause, there seem to be adjustment problems which correlate with sex differences and with position in the family.

Research findings of MacFarland [et alia] show withdrawal and seclusive patterns of behavior to be most common among first born boys. Non-first born boys were found to be more aggressive and competitive. The frequency of thumb sucking and over-sensitivity were more prevalent among first born girls than it was among non-first born girls. A greater number of behavioral problems were exhibited by first born girls than by the other three groups (first born boys, non-first born boys, and non-first born girls). Twenty-six problem behaviors were studied by MacFarland, Allen and Honzik. Of those problems studied, over-sensitiveness was the one that appeared not to be age related. All others seemed to dissipate with age. These findings suggest a need to consider behavior from a developmental prospective. Normal deviancy must be differentiated from deviancies which are symptomatic of social and/or emotional disturbance as criteria for special education consideration and placement. A systematic approach to identification, referral, assessment, placement and instruction is needed to accomplish the task of individualizing instruction.

The existence of problem behavior is not adequate criterion for special education consideration or placement. The frequency of problem behavior typified by non-exceptional education students is documented by Lapouse and Monk (1964). Lapouse and Monk conducted structured interviews with four hundred eighty-two mothers of randomly selected children in Buffalo, New York. These children were all between the ages of six to twelve. Their findings support those of MacFarlane and associates. Almost half of the children were described by their mother as overactive, or having seven or more fears. The number of deviancies as described by mothers of children ages six through eight was significantly higher than those described by mothers of children ages nine through twelve. Mothers described boys as having a significantly higher incidence of behavior deviations than did girls. These findings clearly suggest that fears and over-activeness are typical developmental characteristics of children. Age and sex again appear to be factors associated with deviancy. Existence of unusual behavior seems not to be adequate criteria for placement of students in special education. Johnson, Wahl, Martin and Johansson (1973) observed non-problem children in their homes. They found that the average child between ages four through six behaves in a way that parents consider deviant once every 3.17 minutes. This study shows that the chances are one in four that a child will disobey <u>any</u> command his parents give to him. The frustration tolerance level of those who refer students for special education and their concept of what is normal and what is abnormal should be considered by those who assess the needs of students for special education.

Failure to consider the source of the referral and failure of school systems to establish effective procedures for student identification, referral, assessment,

placement and instruction can be costly in terms of human and financial resources. Robin and Balow (1971) studied nine hundred sixty-seven children in kindergarten through third grade. These children were described to be [sic] essentially normal on the basis of socioeconomic, medical, intellectual and school characteristics. However, 41 percent of the students were regarded as educationally handicapped. Special education placement had been initiated for almost 25 percent of this population. Results of this study forces one to question the ability of the regular education system to administer to normal deviancies in the school age population. Hyperactivity is a term used to describe many children placed in special education. Kenny [et alia] studied the validity of referral of children for hyperactivity. They found that 58 percent of the students referred for treatment due to hyperactivity, were not in need of treatment as determined by staff members who examined them. The study suggests that many children are referred for treatment of hyperactivity who do not require such treatment. It raises the questions...How many children are improperly placed in special education? How many normally active children are there on medication, diets or other forms of treatment for hyperactivity?

Precision identification, assessment, planning, placement and eventual instruction in special education is a task of a major proportion. This task must be accomplished through the effort of people working together. Their efforts should be objective directed, coordinated and delivered with precision. A comprehensive delivery system is required to establish a basis for delivery of appropriate special education services.

A System is Required for Precision Administration of Special Education Services.

The primary function of administrators is to bring people together to perform the jobs that enable quality instruction and formal education to take place. This requires collective planning, precision implementation of actions, and objective evaluation of actions that are taken. The special education service delivery system should identify areas of responsibility, objectives to be achieved, and actions to be taken. It should provide guidelines which designate how people will work together to achieve the goals of the system.

Determination of who is responsible for management of the special education service delivery system is an unanswered question which requires deliberation. Howe (1981) reports that the position of special education director is typically assigned a "staff" status rather than "line" status. Staff positions have a role of advise and consult. Authority is delegated to line positions. Knezevich (1975) reports that line officers are usually responsible for serving students directly. Authority is delegated to those in line positions for carrying out specific functions of the organization. Reynolds (1978) reports that when the position of special education director is assigned staff status, the Special Education Department is not in the mainstream of school life. When the position is assigned line status, a dual system of regular and special education emerges. Neither of these options is adequate to meet the needs of handicapped children.

Collective planning, placement, implementation and evaluation of instructional effectiveness is required by law (P.L. 94-142). A carefully structured service delivery system, which interfaces actions of special education with those of regular education, is needed to facilitate objective planning and concerted implementation of special education services. The special education service delivery system provides the instrument through which special education goals, objectives, activities, roles and responsibilities are established and

communicated. Those who are responsible for management of special education are identified and the nature of their responsibilities is communicated through system goals and objectives. Objective and precision administration is in this way facilitated.

A System is Required for Financial Efficiency and Accountability.

The special education service delivery system should communicate criteria that will be used when a special education referral is contemplated. A general description of the target population for receipt of special education services should be provided. This information should be communicated to school personnel and the constituency of the school district. That which is usual and that which is unusual academic behavior varies with age, sex and changing circumstances. Faulty perception and interpretation of behavior as deviant accounts for a large number of referrals to special education. Multi-disciplinary team processing of these referrals is expensive. Such referrals create bottlenecks in the system and produce waiting lists of students for special education services. The system should designate pre-referral activities and criteria for justification of a suspicion that the students has an exceptional education need.

Beery (1972) conducted a study of ten schools, each of which had at least one class of handicapped children. A basic assumption was made that each of these schools had the resources to solve their own problems if ways could be found to pool these resources. Emphasis was placed on developing ways to change adult behavior (principals and teachers). Over a period of two years, the number of students placed outside of regular education into special education was reduced by 50 percent. The building principal was found to be the key person in reduction of special education referrals. Pre-referral activities of the special education service delivery system should require regular education to pool and utilize all of their resources before considering the referral of a student for special education assessment, placement and/or instruction.

Personnel cost is the major expense in provision of services to handicapped students. The low teacher/student ratio is a primary contributing factor. Low teacher/student ratio may be a product of school enrollment. Howe (1981) points out that, in a school district having an enrollment of one thousand students, approximately one hundred fifteen of these students will be in special education. These one hundred fifteen students will be found in grades K-12. They will be spread across eleven diagnostic classifications, and their disabilities will be of varying degrees of severity. Identification of an adequate number of students for group instruction poses a major problem in such a school district. Howe (1981) reports that 53.6 percent of all school districts in the nation have an enrollment of one thousand students or less. Establishment of school district policy and development of procedures for provision of special education services to low incidence handicapping conditions (blind, deaf, physically handicapped) should be deliberated, determined and communicated through the special education service delivery. In a system such as the one described, there would be approximately one visually impaired student, two hearing impried students, and two physically impaired students. It would not be financially feasible to employ three teachers for these five students, alternative actions would need to be considered and a decision made which provided these students with an opportunity for an appropriate education in the least restrictive educational environment. The special education service delivery system should establish a basis for collective planning and development of a broad base of support for decisions that are made which affect the availability and quality of special education services.

A System is Required to Define the Role of the Special Education Director.

The special education director is a leader and a manager of the special education service delivery system. His leadership responsibilities and management activities are dictated by the missions of the system. The special education director is a monitor of compliance standards of the system. He insures that pre-referral, referral, assessment, planning, placement and instructional activities are properly conducted in accordance with system requirements. He is a child advocate who writes proposals for state and federal grants, conducts needs assessments, interacts with the many publics of special education, and is committed to provision of a quality educational opportunity to handicapped students. Through the system, he gets the job of special education for handicapped students accomplished by stimulating people to work together. A comprehensive special education service delivery system is a plan which describes how a number of people work together to meet unique educational needs of handicapped students. It is the role of the special education director to coordinate and articulate all actions of the service delivery system.

CHANGING EMPHASIS IN SPECIAL EDUCATION

Establishment of need for special education services,training of teachers, and establishment of special classes have been priority missions of special education during the past twenty-five years. By imperceptible degrees we have traveled through the justification and development stages of special education. Abruptly we are shocked into the awareness of our present organizational stage of development by Public Law 94-142. The many special education services that have been developed require organization for precision and effective delivery of services to students. Like electrical wiring--outlets, junction boxes, wall sockets, fixtures and fuses--the components for a comprehensive special education service delivery system lie scattered throughout the public schools, awaiting to be properly connected to deliver optimal education services to educationally handicapped student (Beery, 1972). Connecting the existing parts of the special education service delivery system requires active effort of parents, teachers, school administrators, school and community based organizations.

A special education service delivery system which facilitates precision identification, planning, placement and instruction is needed. Claizo and McCoy (1976) suggest that such a system should consider the child's developmental level, sex, particular culture or sub-culture, intellectual, social, emotional and physical development. They suggest that the frustration tolerance level of adults who refer the students for special education services should also be considered.

A system approach out of which grows a theory of practice is needed to deliver the many and complex services of special education.

IMPLICATION FOR SYSTEM'S DEVELOPMENT

1. Deficiencies in identification (of students for special education referral), referral (of students for special education assessment), planning (of individual education programs), and placement (for individualized instruction) diminishes the student's opportunity for remediation of unique educational needs. These system deficiencies must be remediated before optimal

opportunity for quality instruction can be provided.

2. Sequential actions of the services delivery system describe how those who operate the system can effectively work together to meet unique educational needs.

3. Sequential actions of the system describe how the consumers of special education can work more effectively with those who provide special education services to educationally handicapped students.

4. Special education services can be evaluated and modified with precision in the context of a comprehensive special education service delivery system.

5. Coordination of a variety of special education services is needed to provide individualized instruction that meets unique educational needs.

6. The special education service delivery system can provide for coordination of identification, referral, assessment, planning, placement, and instructional processes. Such coordination and articulation of services is needed to assure an appropriate education for handicapped students.

7. A variety of special education services have been developed. Appropriate delivery of these services requires systematic organization and precision evaluation of system functions to determine their effectiveness.

8. It is important that students who need special education services receive them; it is equally important that only those who need special education services receive them. The special education service delivery system should insure appropriate placement of students in the least restrictive educational environment and precision implementation of instructional services.

B. Individualizing Instruction

THE ROLE OF ATTITUDINAL CHANGE IN DEVELOPING THE SYSTEM

The attitudes of people play a significant role in determining what is important and what can and will be accomplished. That which is impossible is that which people believe to be impossible. That which is important is that which people believe to be important. It is, therefore, reasonable for those who are concerned for the education of handicapped students to consider the opinions of those who are significant to provision of quality instructional services to handicapped students.

A belief that the Education for All Handicapped Children Act of 1975 (P.L. 94-142) can and will be properly implemented is basic to the quality of education to be received by handicapped students. One may argue that direct instructional services, not implementation of Public Law 94-142, is the matter for concern. Such an argument is without validity. It assumes that Public Law 94-142 does not seek to provide direct services to handicapped students. Quite the contrary is true. This law seeks not just provision of direct services; it seeks to provide direct educational services that meet unique needs of handicapped students. There is emphasis placed not just on quantity, but also on quality.

The educational concepts promoted by this law are not innovative, unique, or vastly different from those which have been encouraged and practiced throughout much of

the history of special education. The concepts of the law and the intents of the law are not new. However, the existence of a law which embodies these concepts and intents is new. The law seeks to expand services to handicapped children and to close the discrepancies that exist between many of our actions and our philosophical statements of "what ought to be." The basis for individualization of instruction is found in precision actions, orchestrated to involve parents, teachers, supportive service personnel, school administrators, and all others that influence the outcome of system actions that are contemplated.

The law can enable provision of quality direct services to handicapped students that are targeted to meet identified educational needs. Such prescriptive teaching defines the type of direct instruction the student requires. Educational systems must modify their actions if they are to individualize instruction. The need for system modifications produces negative reactions to Public Law 94-142. The law provides for direct services to handicapped students, which include:

1. Comprehensive multi-disciplinary team assessment of educational needs prior to special education placement

2. Justification for placement in special education

3. Placement of special education students in the least restrictive educational environment

4. Development of individual education programs to meet the unique needs of the student

5. Due process procedures for the resolution of problems associated with the child's education

6. Confidentiality of student records

7. Permission of parents or guardians for special education assessment, placement, and program modification

8. Periodic reporting of instructional effectiveness to parents or guardians

Through such actions, attitudes of acceptance are cultivated which facilitate individualization of instruction.

SOME CONDITIONS FOR INDIVIDUALIZATION OF INSTRUCTION

It is improbable that the concepts of Public Law 94-142 will be achieved in the absence of awareness, commitment, and positive active effort on the part of the many publics of special education. An organizational structure and special education operating procedure should be developed which enables people to work together to individualize instruction. This structure should designate sequential actions that are to be taken during delivery of special education services. It should appropriately assign responsibility for implementation of these actions and evaluate the effectiveness of actions that are taken. Such an organizational structure for cooperation and collective action constitutes a comprehensive special education service delivery system. The special education service delivery system should prescribe actions that answer questions in problem areas of service delivery. It should answer questions in the following areas and in other problem

areas, some of which may be unique for the system:

1. What is an exceptional education need?

2. How is a student suspected of having an exceptional education need brought to the attention of school authorities?

3. What actions should take place prior to special education referral?

4. How are special education referral forms acquired; by whom are they completed; and to whom are they directed?

5. Who investigates suspected exceptional education needs; what is the responsibility of each involved discipline?

6. What primary areas of student development and functioning are to be developed for each child who is referred for special education services?

7. How are multi-disciplinary team findings achieved, reported, and translated into guidelines for instruction; by whom?

8. How are guidelines for instruction translated into individualized programs of instruction?

9. To whom are the findings of the assessment team reported (multi-disciplinary team); how are they reported; and by whom are they reported?

10. Special education placement decisions are made on the basis of what minimal criteria; by whom is the placement decision made?

Attitudes expressed in the survey (Lathen, 1979) may reflect reactions to faulty implementation practices associated with Public Law 94-142. Such practices need to be modified, clarified, and broadly communicated to dissipate negative reactions.

State educational agencies, local school districts and school administrators are requesting more money and staff to implement Public Law 94-142. Local, state and national conferences have been conducted on writing individual education programs. Large sums of money have been spent to conduct one-day workshops by named people in the area of special education. None of these practices will be effective until school districts develop effective standardized operating procedures and instruct their staff and constituents in the effective use of their special education service delivery system. These procedures should describe:

1. Pre-referral and referral activities.

2. The roles, functions, and operations of the assessment team.

3. Basic information to be provided in each educational diagnosis.

4. It should designate basic questions to be answered by the assessment team that are essential to the designation of an exceptional education need.

5. It should provide for maximum participation of those who are significant to the student's growth and development.

6. It should provide for continuous planning and evaluation of the effectiveness of specially designed instruction to meet unique educational needs.

7. It should define the roles of administrative, supportive service, assessment and instructional service personnel.

8. It should define policies and procedures which make administrators, supportive service personnel, assessment teams and instructional personnel accountable for their roles in the delivery of services to students.

9. Development of operating procedures should allow for maximum input by parents, teachers, supportive service personnel and school administrators.

10. In service training should emphasize competent use of the developing service delivery system.

11. The service delivery system should be evaluated periodically and modified where necessary on the basis of evaluation results.

Precision diagnosis, placement, and instruction for handicapped students is a goal of Public Law 94-142. The teacher alone cannot provide these services. They can be collectively provided by administrators, supportive service personnel, teachers and parents.

IMPLICATIONS FOR SYSTEM'S MANAGEMENT

1. To meet unique needs of educationally handicapped students, the special education service delivery system must be evaluated on a continuing basis and modified where indicated by evaluation results.

2. Service delivery practices of the system should include pre-referral activities, referral, assessment, placement and instructional activities.

3. These activities should be evaluated from a broad perspective, including evaluation input from parents, teachers, program supervisors, support service personnel, school administrators, and community based organizations where appropriate.

4. Achievement of system changes require system managers to face and effectively cope with resistance to change.

5. Evaluation of system effectiveness requires knowledge of prescribed sequential actions and knowledge of desired outcomes to be achieved through prescribed actions.

6. The level of commitment exhibited by the school administrator negatively or positively affects the level of commitment exhibited by his/her staff members.

7. Consider the opinions of those who are significant to provision of quality instruction to handicapped students--parent, teachers, school administrators, teacher unions, boards of education, parent organizations, community agencies, etc.

8. The special education service delivery system should be designed to answer questions relative to identification, referral, assessment, placement and instruction of handicapped students. It should propose actions that constitute solutions to any problem found to exist in the system.

C. Organization of the System

TABLE 1

SPECIAL EDUCATION CONSORTIUM

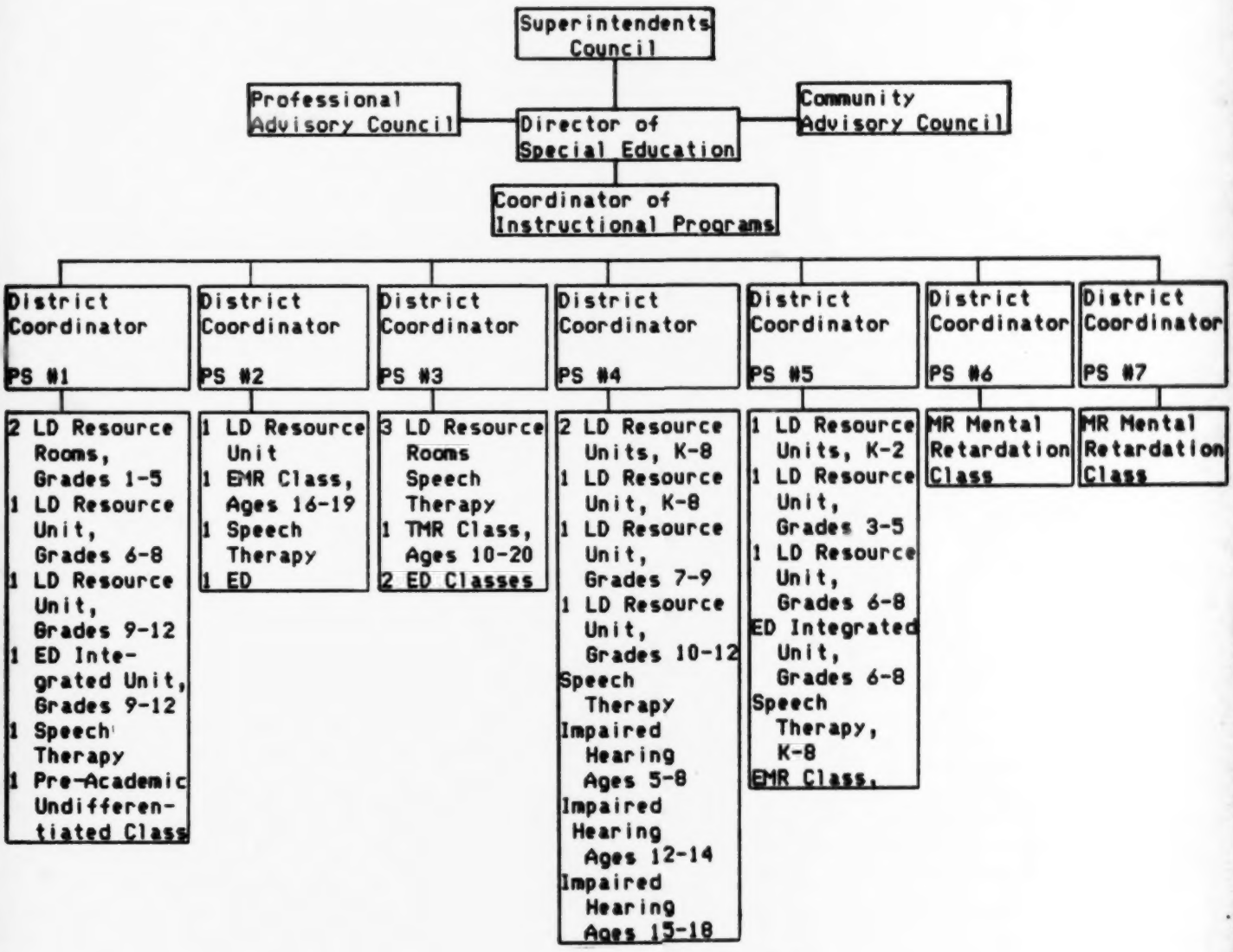
Superintendents Council
Professional Advisory Council
Director of Special Education
Community Advisory Council
Coordinator of Instructional Programs
District Coordinator PS #1
2 LD Resource Rooms, Grades 1-5
1 LD Resource Unit, Grades 6-8
1 LD Resource Unit, Grades 9-12
1 ED Integrated Unit, Grades 9-12
1 Speech Therapy
1 Pre-Academic Undifferentiated Class
District Coordinator PS #2
1 LD Resource Unit
1 EMR Class, Ages 16-19
1 Speech Therapy
1 ED
District Coordinator PS #3
3 LD Resource Rooms
Speech Therapy
1 TMR Class, Ages 10-20
2 ED Classes
District Coordinator PS #4
2 LD Resource Units, K-8
1 LD Resource Unit, K-8
1 LD Resource Unit, Grades 7-9
1 LD Resource Unit, Grades 10-12
Speech Therapy
Impaired Hearing Ages 5-8
Impaired Hearing Ages 12-14
Impaired Hearing Ages 15-18
District Coordinator PS #5
1 LD Resource Units, K-2
1 LD Resource Unit, Grades 3-5
1 LD Resource Unit, Grades 6-8
ED Integrated Unit, Grades 6-8
Speech Therapy, K-8
EMR Class,
District Coordinator PS #6
MR Mental Retardation Class
District Coordinator PS #7
MR Mental Retardation Class

TABLE 2

THE TABLE OF ORGANIZATION

Director of Special Education

It was the responsibility of the director of special education to develop processes and procedures necessary for implementation of policies of the special education consortium. He reported directly to the superintendents council and the Boards of Education for each of the school districts on request of the superintendent. It was also a responsibility of the director of special education to coordinate and articulate actions of all special education personnel in the seven school districts. To aid in accomplishing this task, a coordinator from each of the school districts was appointed. Collectively, these district coordinators of special education constituted a special education coordinating council. There were seven members on the district coordinating council.

Special Education Coordinating Council

A district coordinator of special education was appointed by each of the seven school district superintendents. Collectively and individually, they met with the director of special education to plan and develop the special education service delivery system. Process actions and procedures were communicated through the district coordinators of special education. The special education director, in cooperation with the district coordinators, planned, implemented and evaluated actions taken to carry out established special education policies. Two advisory councils were established to provide input to the director of special education and the special education coordinating council. A community advisory council and a professional advisory council were appointed by the director of special education.

Community Advisory Council

The community advisory council was comprised of two parents selected from each of the seven school districts and appointed by the special education director. It was a responsibility of these parents to participate in the planning of processes and procedures for delivery of service to special education students of the school districts in the consortium. They participated in establishment of an agenda of policy priorities and assisted in the development of processes and procedures relating to implementation of system actions. Parents participated in communicating information about proposed system operations and procedural modifications. They assumed major responsibility for planning, promoting, and sponsoring community in-service workshops.

Professional Advisory Council

The professional advisory council served the same function as did the community advisory council. There was representation on this council from all professional disciplines providing services to handicapped students. There was also representation from community based special education related service agencies. This council provided input from a professional perspective to the special education director. They provided suggestions and directions to the special education director for development of the special education service delivery system.

The director of special education was surrounded by a superintendents council, community advisory council, special education district coordinating council, and a

professional advisory council. Collectively, they considered a policy agenda and processes and procedures for implementation of policies needed to operate the special education consortium. The composite special education services of the seven school districts was in this way coordinated.

THE POLICY AGENDA

The policy agenda established for development of a comprehensive special education service delivery system made use of the individual education program as a point of focus. It consisted of policies that precede development of the individual education program (pre-IEP policy), policies directly associated with development of the individual education program (IEP policy), and policies that are to be engaged after development of the individual education program (post-IEP policy). The policy agenda was established collectively by the superintendents, advisory councils and district coordinators working in cooperation with the director of special education (see Table 2).

PRE-SERVICE IEP POLICY

Pre-service IEP policies were established for the purpose of enabling development of individual education programs and implementation of these programs. Those policies established included the following:

1. School districts participating in the consortium will continuously seek commitment from the professional staff and their constituents to individualizing instruction for handicapped students in the least restrictive educational environment.

2. School districts will continuously review and analyze definitions for special education, related services, and appropriate public education.

3. School districts will continuously review and modify existing school policies and procedures that are designed to facilitate individualization of instruction.

4. School districts will establish new and modify old school district policy where need is indicated by policy review.

5. School districts will work cooperatively to organize all school district policies and procedures into a comprehensive and standardized special education service delivery system.

Agreement on these basic policy statements by participating school districts of the consortium established the basis for concerted effort, objective action, and orderly change. The change process was thus established.

POLICY RELATING TO IEP DEVELOPMENT

Policy statements relating directly to development of the individual education program (IEP) were discussed. These policy statements described how school

districts of the consortium would work together to develop individual education programs. The individual education program allocates resources, designates actions to be taken to meet the unique needs of handicapped students. Student identification, referral, assessment, and planning to meet unique education needs precedes development of an individual education program. Resources are allocated to meet unique educational needs based upon the individual education program developed for the student. Interaction between regular and special education, instructional and assessment services, parent related and community based services is required to implement an individual education program. The following school district policies were established and directly relate to development of an individual education program:

1. Regular education personnel will conduct pre-referral activities.

2. Pre-referral activities will include investigation of regular education resources prior to considering a special education referral.

3. Regular education personnel will informally investigate suspected exceptional education needs of the student prior to special education referral.

4. Regular education personnel will initiate classroom modifications and utilize all regular education resources prior to referral for special education services.

5. Regular education personnel will communicate with parents and will receive consent from parents for special education assessment prior to referral for special education services.

6. Regular education personnel will acquire and complete forms providing necessary information regarding suspected exceptional education needs at the time of referral.

7. The director of special education or his designee will appoint a multi-disciplinary team to investigate suspected exceptional education needs after a referral has been completed.

8. The multi-disciplinary team will select a team chairperson to coordinate actions of the assessment team (multi-disciplinary team).

9. The assessment team will review all available data submitted at the time of referral.

10. The assessment team will conduct a comprehensive assessment of the student's suspected exceptional education needs.

11. The assessment team will report assessment findings to the director of special education and all significant others.

12. The assessment team will develop an individual education program designed to meet unique needs of handicapped students.

These policy statements describe how special education and regular education will work together to plan the education of handicapped students. The individual education program must be operationalized if it is to be effective and of practical

value. It must, therefore, be translated into individual programs of instruction (IPI). A multi-disciplinary instructional team should be developed to implement the individual education program. Development of such an instructional team is facilitated by development of appropriate school district policy.

OPERATIONALIZING THE INDIVIDUAL EDUCATION PROGRAM

The following policies were developed to facilitate operationalizing the individual education program:

1. All assessment findings will be reviewed by those responsible for implementing the individual education program.

2. An individual education program (IEP) will be developed by the multi-disciplinary team.

3. The individual education program will be reviewed by those responsible for its implementation.

4. Specific aspects of the individual education program will be appropriately assigned to staff personnel for implementation.

5. An individual program of instruction (IPI) will be developed for each aspect of the individual education program (IEP).

6. Plans of instruction will be tested and evaluated for effectiveness in meeting unique educational needs of the student.

7. An individual program of instruction will evolve through discovery of effective instructional strategies.

8. Student placement will be re-assessed to insure placement in the least restrictive educational environment.

9. Effective teaching strategies will be communicated to all members of the multi-disciplinary instructional team.

These policies were established to operationalize the individual education program and to evaluate the effectiveness of instructional strategies designed to implement the individual education program.

The policy agenda for the Ivel special education consortium is descriptive of how this comprehensive special education service delivery system was developed. Categorically, this agenda includes policies that established a basis for cooperation between regular and special education, within and across school district boundaries (pre-IEP policies), policies directly related to development of the individual education program (IEP development policies), and policies which facilitate implementation of the individual education program (post-IEP policies). Development and implementation of an individual education program is not a function of the teacher. It is a system-wide function that must be accomplished collectively by administrators, support service personnel, teachers, parents, and community-based special education related agencies.

IMPLICATIONS FOR SYSTEM DEVELOPMENT

1. Establish a sound rationale for all process and procedural actions of the system.

2. Communicate the rationale, process and procedural actions to those significant to achievement of desired system outcomes.

3. Designate desired outcomes to be achieved through prescribed system process and procedural actions.

4. Instruct parents, educators and concerned citizens in the proper use of system process and procedural actions.

5. Evaluate the results of actions taken by those who deliver and those who influence delivery of special education services in relationship to designated desired outcomes.

6. Evaluate the interactions of personnel within and between discipline areas, i.e., assessment-instruction, as they relate to specific system process and procedural action.

7. Evaluate the quality of service delivery actions at each stage of service delivery system:

   -Pre-referral/Identification
   -Referral
   -Assessment
   -Planning and Placement
   -Instruction

8. Modify system process and procedural actions based on demonstrated effectiveness in achieving desired outcomes, as determined by evaluation results.

9. Standardize process and procedural actions that prove to achieve desired outcomes.

10. Communicate and provide in-service training on standard practices that have proven to be effective.

D. System Processes

In the public school special education service delivery system there are five processes. The processes are properly sequenced. They are connected by sequential actions which modulate from one process to the next in a prescribed order.

System processes as illustrated in Table 3 are briefly described as follows:

Pre-referral activities begin with observation and formation of impressions. It terminates with the formation of assessment questions that are to be reported at the time of referral. This leads to initiation of the referral process.

The referral process begins with preparation of a rationale for suspecting student

of having an exceptional education need. It terminates at completion of referral forms and submission of these forms with rationale, documentation, questions to be investigated, and parent consent for special education assessment. The referral process leads to special education assessment.

Special education assessment begins with review of referral questions that are to be investigated. It terminates with development of the assessment team report and development of the individual education program. Placement of the student for instruction is the next process that is initiated.

Special education placement begins with a review of placement options as they relate to identified student needs. It concludes with the student's placement for instruction. The final process of the system involves the individualization of instruction.

Individualization of instruction begins at the time special education findings are reviewed. It terminates at the point of optimal normalization of student responses.

Primary responsibility for delivery of services at each level of the service delivery system varies from process to process. At the pre-referral level regular education has primary responsibility for identification and conducting of activities necessary to justify suspecting an exceptional education need. At the referral stage regular education has primary responsibility for documenting actions taken to meet unique educational needs and designating questions to be investigated at the time of assessment. Regular education also has responsibility for communicating need for special education assessment and procurement of parent consent for such assessment. The process of assessment is primarily a function of the appointed special education assessment team. Placement for instruction is a function of special education that is shared by regular education and the administrative team.

This series of processes is connected by sequential actions. They are conducted by various disciplines working together. Collectively, these prescribed actions, as illustrated in Table 3, comprise the special education service delivery system.

TABLE 3

THE COMPREHENSIVE SPECIAL EDUCATION SERVICE DELIVERY SYSTEM

1. PRE-REFERRAL/IDENTIFICATION PROCESS
   Establishing justification for suspecting an exceptional education need.

   A. Development of the process --
      Special and regular education school personnel with input from parents and community based special education related agencies.

   B. Implementation of process --
      Regular education school personnel.

   C. Evaluation of process --
      Regular and special education school personnel with input from parents and community based special education related agencies and organizations.

D. Sequential actions of the process --

1. Classroom observations and formation of impressions about academically related behavior of students.
2. Review of available data on students who are suspected to be high risk for school failure to verify or refute impressions that are formed.
3. Informal evaluation through simulation of situations, criterion referenced, work samples, etc., to refine impressions that have been formed.
4. Development of a description of suspected exceptional education needs experienced.
5. Preparation of parent and student for special education referral and assessment of suspected exceptional education needs.
6. Formation of referral and assessment questions to be investigated by the assessment team.

II. REFERRAL PROCESS

Requesting further investigation of suspected exceptional education need.

A. Development of the process --
Special and regular education school personnel with input from parents and community based special education related agencies.

B. Implementation of process --
Regular education school personnel.

C. Evaluation of process --
Regular and special education school personnel with input from parents and community based special education related agencies.

D. Sequential actions of process --

1. Preparation of a written rationale for suspecting that the student has an exceptional education need of such severity that special education assessment is required.
2. Preparation of documentation supporting the suspicion that the student requires special education assessment.
3. Preparation of questions to be investigated at the time of requested special education assessment.
4. Conference with principal and school personnel regarding the suspicion of an exceptional education need.
5. Procurement of parental permission for special education assessment.
6. Completion of referral form and submission of rationale, documentation, questions, and parent consent for assessment to the building principal.

III. SPECIAL EDUCATION ASSESSMENT PROCESS

Investigation of suspected exceptional education needs.

A. Development of the process --
Special education personnel with administrative leadership and input from parents and community based special education related agencies and organizations.

B. Implementation of the process --
The special education personnel (assessment team) with administrative leadership and support.

C. Evaluation of the process --
Special and regular education school personnel with input from parents and community based special education related agencies and organizations.

D. Sequential actions of the process --
1. Review of referral data that has been submitted.
2. Review of assessment questions that have been submitted.
3. Designation of additional assessment questions that are to be investigated.
4. Assignment of assessment actions that are to be taken.
5. Collection of data relating to questions that are to be investigated (No. 2 and No. 3).
6. Organization and interpretation of data that has been collected (No. 5).
7. Preparation of report and reporting of assessment findings.
8. Development of a comprehensive individual education program based on assessment findings.

IV. LEAST RESTRICTIVE EDUCATIONAL PLACEMENT PROCESS

Placement of the student in an environment appropriate for the type and severity of educational needs identified during the assessment process.

A. Development of the process --
Regular and special education administrative personnel with input from staff personnel, parents, and community based special education related agencies and organizations.

B. Implementation of the process --
Regular and special education administrative personnel in accordance with assessment findings and type recommended student placement.

C. Evaluation of process --
Regular and special education personnel with input from parents, and community based special education related agencies and organizations.

D. Sequential actions of the process --
1. Review of justification for special education placement and type placement recommended by the assessment team.
2. Review of placement options available to the local school district.
3. Designation and selection of the educational environment most appropriate for implementation of the student's individual education program (IEP).
4. Procurement of parental permission or rejection of selected educational placement.
5. Conference with referring and receiving school personnel in preparation for student placement.
6. Student placement in an educational environment appropriate for implementation of individualized instruction as defined by the established individual education program.

V. INSTRUCTIONAL PROCESS

Implementing precise instructions to meet identified educational needs.

A. Development of the process --
Special and regular education school personnel with supervisory and coordinative services.

B. Implementation of the process --
All who share responsibility for translating the individual education program (IEP) into actions designed to resolve or dissipate the student.

C. Evaluating the process --
Regular and special education school personnel, parents, students, related special education service agencies and organizations.

D. Sequential actions of the process --
1. Review of assessment findings and individual education program.
2. Designation of student strengths and weaknesses in areas of behavior, learning processes, and academic skill areas.
3. Selection of areas for instructional emphasis, key result areas.
4. Development of objectives to be achieved with the student in key result areas of instruction.
5. Development of activities to achieve student objectives in key result areas of instruction (teacher/student inter-actions).
6. Implementation and evaluation of activities to determine their effectiveness in achieving stated objectives.
7. Modification of activities based on evaluation results.
8. Discovery and recording of conditions and circumstances under which the student achieves success (in relationship to established objectives in key result areas).
9. Reporting of successful teacher/student interactions (activities) to other members of the instructional team (others working on the student's individual education program, IEP).
10. Evaluation of student progress and consideration of modifications in the student's educational environment (possible need for placement modifications).

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This section contains remarks from participants in the SESTP Symposium held on December 9, 1983 and interviews collected by Prof. Lathan in preparation for the Symposium. When reading these transcribed, extemporaneous remarks, it should be remembered that the individuals are responding to versions of the general question "What does a Supervisor in Special Education do?" Most respondents feel that a knowledge of children, familiarity with the various types of exceptionalities, techniques, and materials, awareness of the legal requirements and guidelines, and particularly, interpersonal skills in communication and diplomacy, are essential traits for a successful, effective supervisor of Special Education.

III. THE VIEW FROM THE FIELD

A. Interviews with Special Education Supervisors

Dr. Ora McConner
Mr. Gary Jewel
Dr. Paul Jung

DR. ORA MCCONNER

Well, I have a rather long title, Assistant Superintendent of Pupil Personnel Services and Special Education. It is my responsibility to provide leadership management to the entire exceptional education program in Chicago and all of its supportive services. We have approximately 50,000 children who are involved in the Special Education programs. The young children may have physical handicaps including hearing, speech deficiencies or impairments, mental handicaps or orthopedic handicaps. In addition, we provide services to those young people in speech language development and a whole host of other kinds of handicapping conditions. My role is to work very closely with the directors and supervisors of the special programs.

First we must evaluate, assess and identify, in an non-discriminatory manner, all youngsters for Special Education programs. Then, we look at the youngster and develop individual programs to meet that child's primary handicapping condition in order to remediate it or assist that young person in becoming independent and successful. We are constantly evaluating our program and with such a large population, with such diverse differences, we have many supervisors and also directors.

For example, there is a director of the Bureau of Mentally Handicapped and in that bureau we will have approximately 20 persons working under the supervision of the director, who reports to the Director of Special Education and that person in turn would report to me. I am responsible for the selection of supervisors, coordinators, and directors for the program, their staff development and professional growth, and for the evaluation of the work of these persons.

Since Chicago is the third largest public school system in the United States, we certainly have our share of all the problems that urban cities face. Among those problems we have a great deal of poverty. From the socio-economic conditions of poverty we get an ever increasing number of concerns with the children. Our department works with those children on each end of the spectrum. By that I mean, those who have special needs as well as those who are gifted. Our problems are ones generally of resources and training personnel.

A great concern is finding and hiring those persons with the special skills that we need. For example, one of our largest populations is bilingual. We have an increasing number of Asians who are coming into the city of Chicago. Many of them are refugees who speak little, if any, English. It becomes a challenge to assess them without having a psychologist, social workers, or educational diagnosticians who speak the native language of the child. A child must be assessed in his native language. In addition, we have a number of very serious problems in relation to our minority populations which is very poor. Along with poverty comes a number of learning problems and sometimes even health problems.

As you know, we have a state law that indicates that all children must be immunized at regular intervals in order to remain in school. On the other hand, we have a compulsory school attendance law which says that we must keep children in school until an appropriate age. Well, we are constantly juggling in our department which has the Bureau of School Attendance and the Bureau of Health Services. How do we manage this? How do we exclude children who are not immunized and examined and how do we keep them in school because we have a state law that says that we must? All of this is to indicate that our programs are reflective of our needs in a large urban population. We run the whole range of services from those with mild needs to those who are profoundly handicapped.

Our approximately 50,000 youngsters all represent programs beginning with infants. We say our programs start with age zero [PL 98-199] because we do have alternative schools for pregnant students, and we do have schools for parent-infants through age 21, and we're involved in vocational school training at our secondary level. We have 2,384 children in behavioral disorder programs. When we get to mentally handicapped we have a program with over 10,000 young people in them. Some of the smaller programs, for instance the physical handicapped, that we have may range up in the 100's. Suburban districts and smaller cities just don't come near the numbers that we have, but this increases their problems sometimes because we're able to bring together children with certain handicaps and develop magnum centers for them.

It's critical that we have well trained, compassionate, visionary persons in leadership roles. And I consider the coordinator/supervisor role the first step in administration. Although I realize that the "action," as we say, is in the classroom between the teacher and the child, there is so much in a system our size that must be brought to that classroom teacher to keep her creative, vital and alive.

One of the means or conduits for doing this is the use of our supervisory personnel. Generally, they are outstanding teachers. In addition, they will add a year or two or three of training. All of our supervisory personnel have at least a masters degree in their specialty and many have doctorates and many are working on their doctorates. In addition, they are able to work with parent groups, universities and outside groups which I feel is one of the key qualities in terms of their being able to represent their clientele and the Board of Education well. It is important to be able to articulate with outside agencies and work very well with parents and as well as with teachers in the role as a conduit or a leader. As a leader, the Supervisor assists the teachers in interpreting the guidelines.

We work under a number of constraints, federal and state and local regulations, regarding administration of programs. It is necessary for us to monitor the programs very carefully. This becomes one of the roles, one of the

responsibilities of the Supervisor, and in addition, the Supervisor works with the teacher to assess needs, to develop good record keeping systems, to manage the classroom well, and the most important function is to develop the best educational program possible for each child. The Supervisor works with the local administrator (who is the principal) and the teacher to provide whatever is necessary to help that young person succeed and remain in school, whether it means introducing new materials, writing a whole new curriculum for the child, or actually learning the modalities at which the child learns best. The heart of the supervisory role is to help the teacher deliver a quality instructional program to each youngster and to help provide the resources, seek out the resources necessary in order to have an excellent program for the youngster. In a Supervisor, I look for competence, commitment, energy and good health because it requires long hours, the willingness to work with outside agencies and parents, and an understanding of all the legal requirements and statutes that are related to Special Education.

In the Chicago Public School system, we have directors who are responsible for large programs and individual projects such as our parent/infant/early childhood program, physically handicapped. Then we have a director who is in charge of all of Special Education. Under the director, we have administrators whose chief responsibility deals with monitoring and fiscal control. Then we have coordinators and supervisors who work with district superintendents, principals and teachers in translating guidelines into classroom actions. When we consider this, we have approximately 300 persons occupying these various positions from director to administrator to supervisors who may be coordinators or what we now call "instruction intervention teachers."

The improvement of the quality of instructional services is really the reason for our existence, making sure that each child receives the best possible education that he or she needs to become a successful human being. I think, first of all, we must have people who have vision and are creative in terms of being committed to the children whom they serve. With this commitment comes the ability to risk and try innovations. Our children, many of them with learning disabilities, nevertheless may be gifted. It means one must be willing to try a number of strategies in order to find out how a child learns best and what motivates the child in learning. So my first suggestion is one that is very simple, that we just have to find ways to select well trained, creative, good teachers, and Supervisors.

Next, I think the idea of the team approach, is good, employing persons who are able to work together, to assess, and implement and be very critical of programs, including psychologists, social workers, truant officers, counselors, teachers and administrators. We should develop a team approach in which we can capitalize on each member of that team in providing the best possible services to youngsters. The public needs to pay for this service and we do have extreme difficulties getting the funds that are necessary.

Children with handicaps start off with greater needs that cost many times more money than our regular youngsters. During a period where we have budgetary constraints, it is becoming very difficult to find funds in the budget to be allocated for special services to youngsters. Many of our children need ongoing consultation from psychiatrists, they need daily medical services, they possibly need speech therapy, or occupational therapy, in addition to their regular classroom work with the teacher. Therefore, special education becomes very expensive, in one sense of the term. In another sense, if we begin to look at what happens with a wasted life, or person who is unable to become independent, and view that against the cost, it is not expensive. But now the general public is not

interested so much in the long view, but how do we get more for less? And as so often happens, our handicapped youngsters become the ones that continue stand in need of resources.

A fourth means of improvement, once we get additional funds and our parents and school people are organized to work to a better end, is to look at that relationship between Special Education and regular education for really improving the delivery of services.

MR. GARY JEWEL

Dr. Lathen, Aurora is one of Illinois' typical old industrial, satellite cities. We're about 45 minutes west of Chicago. It's unique in one sense that we have three separate unit districts within the city, West Aurora being one of those. Our district has about 8,500 pupils right now; 29% are minority, that number being equally divided between a black and Hispanic population. Our school district is a very diverse one, in it we find children from the most able families as well as children from the neediest families that this community has.

We're organized as a unit system, 10 elementary schools, two middle schools as well as a large comprehensive high school. We have about 350 Special Education students in self-contained settings, two of those being separate facilities, one a secondary behavior disorder school, the other, the Hopewell School has two programs operating, one a preschool diagnostic as well as a life's skills program for trainable pupils.

As I've considered your questions, particularly those relating to the role of a Special Education Supervisor, I really have a great deal of difficulty finding anything inherent in that role that I would see as different from any key role of leadership. And that's in practically every aspect of our lives. Whether it's our homes, regular education, or whatever. I believe very strongly that any leader must operate from a frame of reference, have a set of beliefs. You have to believe something. As a result, a good leader, a good Special Education Supervisor, has a strong frame of reference that he is able to fall back upon and use as a key element, as opposed to flying by the seat of the pants.

Obviously much of what we do in supervising other people is reflective of common sense, but I think it requires more than that for one to be truly a professional supervisor and that's the key in the frame of reference. I also believe that any Supervisor, any leader, must also have the ability to adjust the style of leadership which that person uses to reflect the needs and maturity level of those who are expected to follow. I think we all realize that there are people we work with as leaders/supervisors who need only information. They're mature, able to handle many of their responsibilities with very little guidance or direction. Others need a strong system of support in order to be effective and still others who may have a very low maturity level need to be told certain things. I think a very key element for an effective Supervisor is to be able to sense the maturity level that he or she is being asked to supervise and then to select the appropriate style of leadership in order to get that group to respond. If errors are made they are generally made by applying the wrong style to the wrong group of people.

It would be a mistake to attempt to direct a group that is mature and very able to proceed with a minimum of supervision or to expect people who need a great deal of guidance and structure to act with little or no supervision. Those mistakes would

be, in effect, a consequence of failing to match style with the needs of those expected to follow. Obviously, it's also critical in my judgment for a Special Education Supervisor to recognize their role to be collaborative. They must acknowledge they walk a very fine line. There is something inherent in the term "supervision" that implies the authority to tell others what to do, and yet, they must also recognize that they share authority over the staff which they are expected to supervise with line administrators.

Probably the most critical individuals in that responsibility are school principals. We know today that much of the research shows that the key administrators in any school system, if it's to be effective, is the building principal. Sometimes that's difficult for superintendents to accept and I imagine it would be equally difficult for people who have highly specialized skills in specific knowledge about a field to recognize that the key person who is going to carry the day is a generalist in the form of a building principal. Yet, I think it's absolutely essential that a Special Education Supervisor be able to recognize the situation, acknowledge it, and accept that to a great extent the quality of their work and the degree to which they'll be successful, will be a factor of how they'll be able to collaborate and work with that generalist, in effect establishing a coherent relationship with the people they will be jointly supervising. I believe that's absolutely essential for Special Education Supervisors. I think they have another important role both for special and regular education in helping us all to deal with the perception that Special Education is an activity bound by red tape and bureaucratic structure that tends to be immobilizing. Supervisors can play a critical role in helping people find their way though that bureaucracy and in fact, get things done, because that's essentially the function of any Supervisor and the measure by which their effectiveness will be judged.

To the extent they get things done, I believe Special Education Supervisors have to have a strong level of understanding of regular education as well as Special Education. It is not enough to be thoroughly versed in Special Education and not have that strong knowledge of the purpose of education in general, particularly regular education. The compartmentalization that has occurred over the years, the suspicion, the inferences, that regular education and Special Education operate apart from one another, are in my judgment in many ways stimulated by a lack of information and a lack of communication. The problem could be solved by a thorough knowledge, among regular educators about what Special Education is all about and vice versa. I believe that each has to be ultimately crossed if in fact regular education is going to do its job to provide services to kids in need who are in fact not handicapped. One of the reasons Public Law 94-142 came into being has been the failure of regular education to serve students in need. As a result, I think we've tended too much recently to allow Special Education to be the only resource to serve that kind of pupil and as a result, continue to perpetuate the problem. Another group of students who have needs then take the place of those who've been referred. Obviously, we cannot tolerate a transition that ends up in the extreme of finding some way to identify every student as Special Education. That's a trend that we obviously need to reverse, and so I guess in some sense what I'm suggesting is that Special Education Supervisors and leaders need to serve other than the Special Education community. They need also to be a resource and a tool that is available to regular education in order to help clarify roles and provide for regular education to fulfill the needs of children who need help in a way that they are frankly quite able to do. And so, I think facilitating of relationships is a very key role.

I think a general problem that education faces is time to supervise. One of the very tragic outcomes of the economic circumstances that many school districts find themselves in today, has been a reduction in number and time available for Supervisors in the disciplines, in the stuff of education. Many of them have gone by the wayside as a result of reductions and what we are left with is essentially a group of generalists providing a great deal of the supervision. As a result, I think the time that's necessary for specialists who are able to work very closely and actually help teachers is a very critical area that has to be improved and addressed in the long-term.

The other area that I think is essential for anyone contemplating moving into the supervisory area is to build that strong set of beliefs, that frame of reference, out of which they can operate when they go into the field. It's absolutely critical. I believe it's critical also if we're to break what is in fact seen by many as the disaffiliation which has occurred between regular and Special Education. As a result, the key element that has to be addressed is building of strong interpersonal skills. The key element is to find the means to break that level of disaffiliation that is perceived to be there between regular and Special Education. I happen to think the only way that's going to be done is to build into those people involved in supervision and responsible for breaking it, strong interpersonal skills. I'm mindful of an article I read recently in the magazine, Best of Business. It attempted in the private sector to identify those qualities in an individual that served most to derail the careers of what were perceived at least to be strong individuals with great potential for advancement in the business community. The fatal flaws that were outlined as primarily causing derailment had nothing to do with lack of knowledge about their business, or motivation, things of that nature. They related primarily to insensitivity to others, abrasiveness, intimidating style, tendency to bully, cold, aloof, arrogant, excessive ambition, tendency to always be looking to the next job rather that the task at hand. Over management is a risk all of us have who are involved in supervision. We've got to understand that we are effective only through other people. If we tend to over manage and can't build strength in the individuals, then ultimately the job will get the better of us.

Those kinds of things are the kind of qualities that anyone interested in becoming involved in supervision has to address. If we fail, they generally are the root cause of those kinds of problems.

DR. PAUL JUNG

We are an Elementary School District serving children in grades Kindergarten through eighth. Des Plaines is a city of some 55,000 people in population. Now like most of the suburban cities, it's changing; the demography is changing. Our student enrollment, which in 1970 was 7,700 is now approximately 3,600. We've about bottomed out, however. We expect to drop another 100 or 200 children.

Also as our city has matured we've seen a change in the population which has presented some interesting problems and concerns for the school district. Of our 3,600 children, approximately 700 of them come to us with a low English proficiency. Of those, 200 started this year not speaking or reading or writing even one word of English. This presents another whole dimension of problems for a school system.

In addition, another 700 youngsters receive some kind of Special Education service

ranging from speech and language to self-contained classes for the severe problems. We have 22 self-contained programs, eleven resource classes throughout the district, eight full-time speech and language therapists, just working within this district. In addition, we're part of a co-op called MTSEP, Main Township Special Education Program, which provides inter-district classes for children of low incidence. For those in the real low incidence areas such as deaf and blind, we're part of a very large co-op called LICA (Low Incidence Co-op Association).

Through those groups and through our own programs then, we provide Special Education services for almost all students. We do have some eight or ten who are out of the district in private residence placements. I would also mention that the Special Education we tend to think of is only for those children with some kind of a handicap for which we have a definition. For us, we include children requiring "Special" Education services, such as multi-cultural, the "Special Education" children, and I'll just touch on the gifted also, who I think are also children in need of a Special Education. The role of the Supervisor then in the Special Education program here is just a critical position. We're talking about someone who is responsible for making sure we're in compliance with the myriad of State and Federal regulations. As you probably know, there seems to be no more knowledgeable group of people then the parents of Special Education children when it comes to knowing their rights, and they are very quick to let you know that and very quick to take you to court or at least to the hearing process if they believe those rights have been violated. So the Supervisor of Special Education services then really has a very, very important role in keeping us doing what we should be doing for these children.

The Special Education Supervisor here is a member of the Superintendent's cabinet made up of the top level administrators who meet together every Friday to communicate about what's going on between and among our schools and specifically in terms of the Supervisor to keep us up-to-date on Special Education needs, changes and so on. The Supervisor has a responsibility to communicate within this district and outside this district to our constituency about changes such as new classes we need to add, new positions we need to add and new kinds of services that we need to provide. As you know, special educators sometimes are subject to suspicion because they are those folks who work only with eight children or ten children and really don't know what it's like in the regular classroom. That of course, is all nonsense, but what we believe sometimes is more important than what is "real."

The Special Education Supervisor here is responsible for a survey, more than just taking children that come to us, we have to go out and seek those out who may need that help. So that in his capacity he'd be responsible for administering that search activity. And then obviously once the children have been identified, he has to make sure there are appropriate programs for them, whatever those happen to be. Currently, the Special Education Supervisor here does not deal with the multi-cultural program (that population of students that come to us with low English proficiency) and also does not deal directly with the gifted, but in the sense of being involved in testing at both levels there is some crossing of responsibilities. In terms of our multi-cultural program, we believe it's our responsibility to educate them to function in American, and not our responsibility to worry about their cultural background, so we don't have a bilingual program here. At any rate, some of those children may very well have Special Education problems in addition to the language, and of course, speech and language is an important flow in all of this, so, there's a lot of tie-in. There's also a tie-in between Special Education and regular education that's very important, just trying to develop understandings in terms of what we're doing for children, why we're

doing things for children, why we're not doing things for children (which may be equally important). Of course, he supervises all of the special services; speech correction, social work, psychological testing, tutoring, guidance, counseling, health services, all of those fall under the area of responsibility. A critical position, and I think a person training for that kind of responsibility would do very well to have some experience administering at a level outside of Special Education if possible, to make sure there is good understanding about all the programs and services offered in a school district and not just zeroing in on one particular special area.

Here our supervisor is a representative to MTSEP where those coordinators from all the different districts meet together to make sure there is communication going on between all the school districts that are involved. One of the more unpleasant parts of it is the preparation of all Special Education forms that are required and that is a simply overwhelming task. I'm always amazed at how much stuff comes across my desk for a signature, required forms from one agency or another agency, and all of this has to be done in a certain logical sequence and involve parent signature, teacher signature, supervisor signature, coordinator signature. All of that has to be done in a certain sequence so there is a tremendous responsibility there also. We are trying to keep good track of our students too.

We're trying to develop a computerized program to be able to follow these students from the time they enter our program and begin to receive services to the time they exit at whatever level that they happen to be. I've used this analogy before and I'll try it again. Special educators are a unique breed of people that must have the patience, the love, the understanding, the caring, the commitment to be able to work with children who may be beyond help. It takes something very special. One's frustration tolerance has to be higher than for most of us.

In regular education, we see a child coming to us who does not have a problem and we say these are the objectives, these are the goals, these are the concepts we're going to develop through the elementary school experiences. The child leaves us reading, and what a wonderful experience that is for us. A special educator may have a child for 1 or 2 years in a small self-contained class and the child may leave making only minute progress. I'm reminded of the movie Hospital with George C. Scott which you may have seen some years ago, where at one point out of just sheer frustration he throws open the window and just yells, "We heal no one and cure nothing." I think sometimes Special Education is in that same kind of a boat. We want to be able to monitor these children from the day they come to us to be able to know what skills they do develop and how well they do and all those kind of things, and to be able to monitor them a lot better than we're doing. That's a responsibility that our Supervisor has.

Of course, he has to conduct an annual evaluation of all our programs. Evaluation is critical to knowing we are doing a good job. How could we be improving the kinds of services that we have? As I go through this listing, I begin to wonder sometimes how we rightfully expect one person to do this, but I'm not done yet. In addition to evaluating, which has to be a relatively formal type of activity, we have lots of interns here, psychological interns and social work interns and the Supervisor is responsible for those people too. That also takes time. With the large multi-cultural population that we have, when you are involved in the Special Education placement and you have to have a psychological test given, it's very interesting to find someone who can do that, speaking Farsi, or whatever language is necessary.

So his responsibility is to develop a way of providing those services, of being able to contract out so that we can get a psychologist who speaks Greek or Spanish or whatever, when the need is there. And here it happens relatively frequently. He's an advisor and a consultant to all the administrators of this district in almost all areas. The Supervisor of Special Education has this difficult job of having to supervise programs although the responsibilities have really been given to someone else and that is the building principal who's the key person in the operation of whatever is going on in the building. So the supervisor has to be a real diplomat. He has to know how to get people to do things, how to move people to get things done, without stepping on too many toes. At the same time, he has to know when it is necessary to say, "This shall be done," and do that in a nice way. Here also the Supervisor of Special Education serves as our student records officer. Parents, as you know, do have a right to challenge anything in the student's records, psychological or anything they want to challenge, and we have a formal process where they can have a hearing, that is, an impartial kind of activity to determine whether we are going to delete/add or whatever. That's his responsibility. And in addition to all that and everything else, the last thing we have on the job description is to perform additional duties as assigned by the superintendent. So if there is anything we've forgotten in the role of Supervisor, I'll be able to think of it and add it as time goes along. If I haven't made the point, this is an absolutely key administrative position in any school district/organization. The person is loaded with responsibility that can make a school district really look good or bad.

I want to talk a little about the improvement of delivery of Special Education systems. Here I'll just talk generally about some areas.

We've talked a little bit about "Special Education," the thing we traditionally think of as Special Education. We also talked about special services, multi-cultural, and gifted. It seems to me that in the future as school districts become more and more strapped for funds, there must be more coordination between and among service areas.

There aren't going to be able to be any sacred cows. No programs that you say, "Well, we've done it this way, therefore, we're going to forever." I think that must change, I think that as public education in general, more and more, feels the pinch of changes in the legislatures which are giving us less funds, of the decline in student population which definitely effects facilities and services and so on, that it seems to me what we have to say very clearly that no program is a sacred cow. And that we're going to have to look at co-coordinating between and among programs to provide the kinds of services that are needed for children. We're going to have to look at differentiating staffing a little more. We may no longer have he luxury of having a specialist that does just this thing.

One of the things we're going to have to do, and now I'm talking "we" in the global sense, is that we're going to have to come to some understandings about what really are the special education problems. Somebody is going to have to define "learning disability" in a way that's going to be acceptable to everyone in this business. I haven't met that person yet. And I'd love to. But that's going to be essential because we're going to have to say honestly sometimes it isn't really a "learning disability." It's just a child who needs some tutorial help in math or some tutorial help in reading, and because these resource teachers have the ability to be able to deliver those kinds of services (that's their training) we will put the children in those classes and they get that help. We're going to have to be more honest about that. We're going to have to get more help from the legislature or

least from the state superintendent in allowing us to be more flexible in providing services. Otherwise we're going to get more and more bogged down in the name we put on the kid, the label, rather than what kind of services are really given. I'd much rather say there is no such thing as learning disability, or behavior disability or so on. There are kids who need some special help and we'll give them this and this and this. But that's going to require some flexibility coming from Springfield and Washington. So that would be one area we're going to have to work on. We're going to have to come to some agreements, about what is and what isn't "Special Education." And all of that is easier said than done, because we've been wrestling with that here for at least three years. Ask a group of 50 people, I don't care what their background is or what they've been doing, ask them to tell you what a learning disability is and I suggest you will get 50 different responses. All partially correct, but none filling the entire bill. So it seems that's an area we really need to put some effort.

Number two, specifically for this district and I can't think of anywhere it wouldn't apply, and that is communication. Especially listening! We who are able to make decisions have to listen more effectively to what others are saying to us. It's more important about what people perceive, than it is about what's real. That's what we have to begin to address more carefully. We have tended to make Special Education an isolated kind of thing and to assume that only Special Educators really are able to make the final kinds of judgments. Special Educators need to become better listeners to what others are saying and others need to become better listeners to what the Special Educators are saying, so that there is no way we can be at cross purposes when working with a child.

And that doesn't happen often, it doesn't always happen with parents either. I have an awful hard time putting myself in the shoes of a parent whose child has a serious problem in learning because fortunately none of my children did. So how can I identify with a parent who has a child with a severe learning disability? How can I know what they're experiencing? So I have to do a better job of listening to them, and in getting them to understand from my perspective. It is a very, very complicated process.

And the last one I would touch on is the regular classroom teachers in the Special Education process. It is no longer realistic for a classroom teacher to say, or think or believe that this is a child whom I don't have to deal with because he's a Special Education child. Take him out, put him in a self-contained program, give him resource help, give him to the speech teacher, get him to the LD resource teacher, get him the multi-cultural teacher, get him to the gifted teacher, get him to the social worker/guidance counselor, but get him out of here. They can no longer do that, in the crunch that's hitting school systems. So we have to do a much better job of in-servicing, we've got to somehow convince these good classroom teachers that they can be effective working with these youngsters. And that's a big, big job, because unfortunately we spent too much time convincing them they could not work with these kids.

B. The Role of the Special Education Supervisor from the Perspective of Special Education Coordinator

Dr. Guy Mahan
Dr. William Malloy
Dr. Estelle Bradley
Ms. Ora McConner
Mr. Ted Lewis
Dr. Pamela Gillet
Dr. Seymour Miller

DR. GUY MAHAN

ISBE rules and regulations say that each local school district shall provide certain areas of "Supervisory Services". That's all it states. "Supervisory Services" section ISBE 3-8 says, "all Special Education programs and services shall be provided with state approved Supervisory services, specific to the nature of the program or service. Supervisory personnel shall provide consultation at the coordination of Special Education programs and services." And that's the key function to the state--' consultation to co-ordination of Special Education program and service.' Another section in a memorandum from the Illinois State Board of Education dated August 6, 1981, talks about line supervision, which refers from the superintendent down to the principal. And this states, "the line supervision refers to the on-site, day to day supervision of teaching and support services as they perform general functions of the classroom or support teacher."

This could be a Special Educator, but generally would be the building principal. Where we're using "Supervisor" as the general term, the ISBE says "technical assistant supervision" and "Refers to the expert program advice and assistance given the teachers, administrators and line Supervisors. This type of supervision requires specialized knowledge and experience in particular education in which you're supervising." Now that doesn't give you much authority; it doesn't really give you any. An added statement is that the articles of agreement of your Special Education Co-Op, or your public schools, your local Board policies and administrative procedure determine your relationship. So you go into this with a lot of responsibility and very little authority. I'm going to concentrate on the area of responsibilities for just a few minutes. Just yesterday, I received an emergency phone call from a new Supervisor that we have who started in September. I picked up the phone and she said, "HELP!" She's had a new family move in with three children from Burma. None of them speak any English, and on top of that, three are deaf. One is in the preschool program, one is in the elementary program and one is in the high school program. So we had three different levels to get start education Needless to say, she spent most of her day on a problem that she had no intention of even thinking about when she came to work yesterday morning. We didn't know the family was going to walk in and register three deaf children. Whatever your plan is, it's usually going to be changed and you've got to be extremely flexible and not panic in emergency situations, because you function in emergency situations most of the time. One of the main functions that you can do in working with your teachers is In-Service. You're going to have new teachers, beginning teachers, and teachers from other areas and that's going to be one of your primary responsibilities. Orientation would come under that, information about the Illinois Board of Education concerning the rules and regulations concerning Special Education. You'll have to assist teachers in writing their short term objectives. You should make periodic visits with the teachers,

providing services, sometimes working with students on a diagnostic basis.

Regardless of what your education has been, I think you are going to find especially new teachers are going to need a lot of assistance. You will also have to work with mainstream teachers; you will have to be a go-between, the person who cools the waters and gets the main objective accomplished, which is getting the children placed in a program. In addition to working with classroom teachers you're going to be inundated with paperwork and that just takes a lot of time and energy and that's about it. You will act as the technical advisor to the principal; you will act also as the coordinator with the mainstream teacher and fortunately, if you do, you will be able to screen and interview applicants that will be coming into your programs. You will at times have to act as a legal advisor to the parents. We have to inform them of their legal rights and that may be your responsibility. You may believe that all of this is an impossible task. Well, it's not really, but it is a real challenge.

DR. WILLIAM MALLOY

In 1975, when PL 94-142 was enacted, I was the Director of Special Education in Dade County, Florida. During that time a Supervisor came to me and indicated that she had spent some time with a building principal who had stated, "Well, you have your law so, I hope you'll be able to serve your children." She was quite upset by that, but at the same time I can understand exactly what he was saying.

Up until that time we had operated the program in somewhat of a separatist fashion, with exceptional education being here and regular education being there. So people tended to perceive Special Education as being "our" program. Therefore, the children were our children, and there was not much ownership on the part of principal as far as operating those programs. I recall "the period of tolerance" between 1975 and 1980. At that time we were more interested in dealing with the quantitative aspects of complying with PL 94-142. Get rid of the waiting lists for diagnosis, waiting lists for placement, take care of accessibility in buildings, that kind of thing. That's what we basically worked on.

We've sensed a move from that period and we're now into the 80's and I call this period, "the period of advocacy", because the pendulum has swung from quantitative compliance with 94-142 to an effort to go on beyond compliance, which was not the case in the period of tolerance. Now this particular period is very important because now we provide services to children, not because the law says we have to do that, but because these services are necessary. If Supervisors are to survive and become extremely successful during this particular period of time, it is important for Supervisors to initiate and maintain collaborative relationships. And let me just give you three areas:

First of all, in the school system and then, second, in terms of inter-agency collaboration, and finally, with the parents. First of all, in terms of the school system, I think it is very important that the supervisory staff as well as all the other Special Education administrators adopt the philosophy that the children are the school system's children FIRST. They belong in general education, but they come to Special Education, we remediate what we can, and we send them back to general education as swiftly as we can. In other words, the children in the past were looked upon as moving from Special Education to general education. I think we should adopt the reverse philosophy and say they're in general education and we are here to help serve them so they can do better in general education. When we have

that kind of philosophy it's easier for us to adopt a total systems management style.

Whatever happens in the school system, at some point in time either directly or indirectly, will have an effect on Special Education children, bilingual education, vocational education, minimum competency, testing, desegregation. You name it, eventually, it will have some effect on Special Education. Therefore, it's important for us to initiate collaborative relationships with people in other divisions to work on these particular problems. We can no longer sit back and say those problems are not ours. In the area of inter-agency collaboration, I think all of you are aware that we are in a period of declining resources and because of that, we have to come together with individuals who work in community groups and other governmental agencies and develop strategies for dealing with handicapped children that cross-utilize resources. We're not in a period any more where we have the resources to do what we want, they have the resources to do what they want. We did that in the past. We had a duplication of effort and children fell in between the cracks. I think now since we're in this particular era, we have to deal with developing the kind of collaborative strategies that bring all the resources together in the community and in the school system and then take a look at the child.

And finally, and certainly not last in terms of importance, is developing a collaborative relationship with parents. That is extremely important because parents in the end are many times the ones who have to sell the school board, have to sell legislators, have to sell others in terms of the worth of our program. So we have to do this but it has to be a shared responsibility situation.

DR. ESTELLE BRADLEY

I think on the lower level in that I have to implement the school district's philosophy and in that communication, in my estimation, is the most important. You have to communicate, one, with the classroom teachers, two, you have to communicate with the Special Education teacher and, three, with the parents and students. The students are as important as the teachers.

I've found that if you communicate and work with the children, as well as the teachers and parents, you find that the children gain more over the long run academically. They feel better about themselves, so the program seems to be more successful. One of the most important things we have to deal with in Special Education is the qualifications or criteria for getting into the program. We have a lot of children in the program that truly, if you looked at them through a magnifying glass, in the the area of learning disabilities, may or may not be in it. Every child and every adult actually does have a learning disability, because 99% of us do. So when a child gets into a situation where he's pressured and he can't get his academic subjects and meet the needs and objectives of classroom teachers, he falls further and further behind, becomes frustrated, and his self-image goes. Therefore it behooves us, as Special Education Supervisors, to work with the teachers to show them how they can make this child feel better about himself. If the child is so severely disabled, then of course, he has to be place.

The role of a Supervisor is a flexible one. Number one, I am responsible for the LD and the BD program in this district. I must attend all multi-disciplinary staffings, which means that any child that comes into a program has to be staffed. And the people at the staffing usually include the classroom teacher, the parents, the psychologist who tested the child and any other teacher that has touched that

child, plus any teacher who may be working with him in the future because we have to write IEP's for what's going to happen in the future. And it is a tedious process in that it has to be done step by step because of PL 94-142. This makes it difficult. There are a lot of children who squeak in, especially your multicultural child who is very difficult to test. Then it is also very difficult to interview the parents because we have a difficult time finding an interpreter who will help us interview the parent.

Another aspect of the program is actually making the program fit the needs of all of the children. Every year the program changes a bit. For example, this year we're wondering whether it is better for those children who barely qualify for special education, to go into the resource teacher's classroom for 40 minute periods per day, or would it be better for them to stay in the mainstream, but then have after school tutors working with them. So we're pursuing that idea. Is it a good idea? Every year we change the physical make up of the classrooms, because of the staffing information that came in. Some years our children seem to have more difficulty in one area than in another.

You have so many teachers to deal with, you have so many children, how are you going to divide them up? This is a very important point to which a Supervisor gives a great deal of time and effort. Another very important role of the Supervisor is to communicate with the parents. We communicate with them during parent conferences. We have annual reviews at the end of the year and then through the year we do write them letters. We have parent groups that meet. We work with them, because many parents do not accept that their child has some kind of a handicap. We have many more parents who accept it, and once their children are able to cope with the regular situation, refuse to allow their child to be placed in regular classroom. They fight going into the program and they fight coming out. In other words, they don't want them in a program and then they don't want them out. Therefore, a Supervisor must be able to discuss it with a parent, and to help them accept it.

I completely agree that Special Education should not be seen in isolation, that it should be an integral part of the complete district's program. And bearing that in mind, we must think of the intent of Public Law 94-142 when they talk about mainstreaming. Now the Supervisor should be the liaison person between Special Education and the regular classroom teachers. The Supervisor's role is multi-faceted. They should be a 'people' person, knowledgeable in all the exceptionalities, well informed in laws both on the state and federal level. They should also be an advisor, a resource person, a motivator, one that maintains open lines of communication, not only at the school level, but at the community level. Also they must be good in public relations. A catalyst of change, actively involved in bringing interesting in-services to the staff members for staff development and also to parent groups. They should be a researcher who translates theory, new ideas, into programs. Planning is of utmost importance. They must know their district's philosophy, the existing programs and then use the child find counts in order to develop the needs of the district.

They have got to ask three questions, "Where are we?, Where do we want to go?, How are we going to get there?" By setting goals is the way to go. Taking into consideration the budget, involve staff, administrator, and parents in the decision making process. This develops a positive attitude and programs can be implemented a lot easier than when all the segments are not involved.

As the program becomes implemented problems do arise, the Supervisor must not

react. They must continually evaluate what is happening, be flexible enough to change if change is necessary. There are other responsibilities of the Supervisor; multi-disciplinary staffings must be attended, both at the placement level, the annual review, and at termination. They must also be cognizant of the fact that a continual evaluation of curriculum and teaching strategies must be done on a daily basis.

Evaluation of programs and teachers is of utmost importance. Communication is a must; not only communication with parents and students and teachers, but also the community and the board of education. Of final importance is organizing and supervising paperwork. This I always say, "You cut a tree down for every Special Education child you service."

The duties are heavy, but I find them very rewarding.

MS. ORA MCCONNER

Good morning. It really is a good morning. It reminds me of when I first prepared to take final exams. I was so frightened the night before and a bit afraid. Once I got set at the exam, everything was just A-OK and went fine. My expectations were always worse than the exam. That was the trip here from the southside. Last night I went to bed thinking I needed to start at 5:00 in the morning and, believe it or not, everything went smoothly, which was a good sign for the beginning of a conference. Although there are possibilities of problems and dangers and risk taking, once we get into it, really just go with the flow and it's smooth sailing. Once that commitment has been made.

In addition to commitment and dedication, we also have a strong feeling that competence is necessary to good supervision. Supervision is first, "vision", looking ahead. If you're going to be a Supervisor, it means that you have insight, a great deal of training, knowing who you are, what the limitations and parameters of your responsibilities will be, and how to work through people.

The essence of supervision is being able to see clearly, far ahead and around corners, and making sure that through your planning we can arrive at our destination. I bring greetings to you from the Chicago Public Schools. I, too, am pleased to see so many persons who are members of our staff. Those of you who know me, know that I have spent my life, my adult life, working in the Chicago Public Schools, as teacher, Supervisor, administrator, director and now assistant Superintendent of Pupil Personnel Services, Special Education. And we've added education of the gifted education Having spent my life in this arena, I fully realize the loneliness, the significance and the importance of a role of the Supervisor.

The Supervisor is one who works with line officers, teachers, students, community but who's seldom seen. Very few people will really know what the Supervisor is about but is one who provides the glue within our system, the conduits for delivering services to the client which is the child. Recently, there have been a number of changes in the field of education and especially Special Education. One is collaboration, absolutely essential and I'm pleased to be a part of this process with this great university. We will be working together to try to provide the competence and training for those whom we hope will be working with us in the Chicago Public Schools because we do not intend to let good people get away. We have over 50,000 children who are in our Special Education programs and over

430,000 children within our school system.

Next are the legal interventions. As you know, since 1975 the law has changed very much concerning how we work with the handicapped, defining the rights of the handicapped and delivery of the services to them. The power of the law we know, but its limitations we have yet to test. Although I support very heartily this law, I know its spirit and implementation are what make the difference in training and learning for children. That's one of the roles of our Supervisors and leaders, our teachers, to help people understand the spirit and become committed to it, and not just be satisfied with the legal implications of 94-142 or the Rehabilitation Act of 1973 or any of the court decisions. The court has laid heavy responsibilities on all of us in this area. We have a new look with supervision and interpretation essential.

I'm glad to refer to a new area because the future is not very far away and appropriate programs for adolescents are needed. You know traditionally Special Education had concentrated on the elementary school child. I want you all to know who are new in the field and those looking for additional endorsements, we must begin to develop stronger basic programs, vocational programs, for adolescents. We need strong, sound, I should say functional, career oriented programs to develop an independent person in our society.

You have a very important role. I hope that the staff and I will be able to participate with you as you move into new areas to take us beyond where we are, to help teach us to grow creatively and successfully and to bridge the gap between adequate teaching and quality learning. Just fill some of the voids that exist.

MR. TED LEWIS

Those of you in this program are interested in moving into leadership positions to provide service to children who through legal processes have been identified as having handicaps that make it necessary that they spend a part, of perhaps all of their day, away from what we call regular or normal children. I think of one is going to go into this field, even prior to the law, one has to have a philosophical base that each human being has intrinsic value and that each human being is capable of achieving and that, if one is interested in working with handicapped children, then one has the personal goal which translates into the professional goal, that one is going to work cooperatively with the people on the staff and the parents.

In working with handicapped children a partnership is necessary. It is to work with any child, but critical in working with a handicapped child. We must work together with the goal in mind that this youngster is going to be able to function effectively as an independent adult in society.

If we have that sort of philosophical base then we can accept the tenets of federal and state laws. You're all aware that Illinois has been a historic leader, as our laws antedate Public Law 94-142 by almost ten years. If we have this philosophical base, then as we look at our responsibility to provide leadership, we look in terms of who are the children we are to serve? And perhaps even more importantly, who are the children who are <u>not</u> to be served? Because tragically over the last ten years, there have been many youngsters who have been determined to have handicaps, but it's not the youngster that had a handicap, it's some of the adults that have had the chore of working with that youngster who have the handicap.

As we work in the leadership role, it's also critical to understand that we are part of a continuum of service that ranges from the severely handicapped children to the most gifted youngsters that we have in our social situation. The bulk of our youngsters fall into what we special educators call general education. We sometimes have a tendency to forget that we are an adjunct to regular education and if we have that understanding then we can build a strong partnership not only with our parents but with our colleagues in general education.

Our handicapped youngsters should have maximum opportunity to be among non-handicapped youngsters, because in the adult world where they are going to have to survive and win, they are going to have to mingle with this population.

I had an opportunity a few weeks ago to sit with a parent group which is very active in Special Education in the Chicago Public Schools. Many years ago, they pushed very hard to have a segregated program for their youngsters, have very little mixing with non-handicapped youngsters. The consensus of that group of parents that night was, we made a terrible mistake, because these young people are not now young people, they are adults and they are having a difficult time making the adjustment to that larger world.

As a leadership person, you're going to have a role in staff recruitment and I think the guidelines one wants to use when one interviews and selects staff is a very personal one. Would you like this individual to work with your own child, if you had a handicapped child. You want someone who is very good for the children. You have the responsibility to determine the programmatic and the specific objectives, have a staff development program, and a method of accountability.

Now in Special Education we've been very quantitatively oriented in terms of evaluation. Dr. Gillet and I attended a meeting last weekend in St. Louis, where many people are beginning to talk about qualitative evaluation of programs. So we can have accountability for everyone involved.

DR. PAMELA GILLET

Public Law 94-142 has generated a structure for Special Education. The structure has provided a legal framework, a process orientation, a format through the use of the IEP, and a system for program service delivery where we are seeing handicapped children served in the regular program as well as a restricted, residential setting. When you study all of these components included in this structure, of all the roles in Special Education including the teacher, the psychologist, the social worker, and the administrator, I truly believe the Supervisor is the role that becomes involved with more of these components than any other.

So, just as Special Education has changed, I believe the role of the Special Education Supervisor has also undergone change. In consideration of these changes, how do we perceive that role today? I base these comments on my experience as a Director of Special Ed., but also on my role as a Special Education Supervisor in the not too distant past. As the content specialist, the supervisor must be aware of new trends, knowledge, materials, and innovative programs that are being developed from other sources across the United States. This is needed so that the Supervisor can interface with regular education changes, provide innovative Special Education programs, evaluate the staff's requests being able to keep a pro-active rather than a reactive response when suggestions are made to develop new programs or refine existing ones. The supervisor's role of group facilitator, working with

a multi-disciplinary team, is a challenge because each of those team members come from a different discipline and also a particular essence of what each feels is appropriate for a particular student. The supervisor must also interface with regular education staff and special education staff to insure that the needs of the child are being met academically and behaviorally in both environment. As the facilitator, the supervisor must provide everyone an opportunity to express their opinion on the child, accept that, but also be able to evaluate and expand on the need for additional information if that be the case. In the group process, the supervisor wears many, many hats. The role assume may be the leader, the facilitator, and even at time the follower. As the compliance monitor, the supervisor must be knowledgeable of the rules and regulations, the court decisions, the guidelines of 94-142, the requirements of Chapter One. It is not enough to know their contents, it is more important to know how these state rules and regulations impact on the day to day happenings within Special Education. It's not enough to merely know the rule. How it must be applied in the process is more important. Since every case is different, the Supervisor must be aware of a variety of ways a rule may be applied. There is no one way to execute many of these rules and regulations and therefore flexibility is very important. The State of Illinois views the Special Education Supervisor as the person who provides technical assistance, the expert program advice and assistance given to teachers and administrators. In this role, the Supervisor shares information with their staff and assists in the solution of program and client related problems. As the consultant the Supervisor not only provides special technical information, but provides the support system to staff. A motivator is another role of the Special Education Supervisor, encouraging and developing solutions as problems arise. As the P.R. person,--the Supervisor has staff to inform the community, the newspapers, regular education and other groups about Special Education, the handicapped in general, and child find activities. Of all these roles, the child advocate is of utmost importance. All of the consulting, facilitating and monitoring must and should be done with the best interest of the child in mind, not necessarily what's easiest for the Supervisor, nor what's best for the system, nor what parents and staff want, but indeed what's best for the child.

Therefore, the Supervisory role has evolved and changed just as Special Education has. It is a leadership role; and exciting and challenging one. It requires many technical skills with a process orientation that perceives Special Education in an analytical manner as well as using a global orientation of how Special Education compliments the regular education system.

What's the futuristic role for the Special Education Supervisor? The Special Education Supervisor must be aware of what the regular education program is doing, and how it is changing so that Special Education can dovetail and compliment the regular education program. Awareness must be had for what is better for the child, and to fight for that in order to develop new programs and refine existing ones.

DR. SEYMOUR MILLER

Good morning, Friday, December 9, 1983? The reason I say that is that I'm carrying out a directive I give all of my subordinates and colleagues and that is, "Always date your communications."

> Now by the way of preface, I'm quoting from a circular, "Parents: you and your Special Child: Parents Guide to Educational Rights for Handicapped

Children." "For those children from ages 3-21 whose differences are so great that they need specially designed instruction, tax provided Special Education is provided at no cost to the parents. All such handicapped children are guaranteed free instruction and related services by Public Law 94-142, The Education for All Handicapped Children Act, Article 14 of the Illinois State Code."

I can only speak from the perspective of the principal, of one of the approximately 600 Chicago Public Schools. As such, I must see that the provisions of Public Law 94-142 are carried out in the instances where services must be provided for qualified Special Education students living in our attendance area, or attending our school. In order to carry out these responsibilities I'm provided with a counselor, who in a sense becomes my Supervisor for provision of Special Education services for those who need them.

As delegated, he plans, schedules and implements the staffings required by law. The staff needed for these staffings are partially provided for by the district office, sub-district in the case of Chicago, which under the authority of the district superintendent schedules their availability, times and dates. The remainder are provided by one of three Pupil Services Centers, which are located throughout the city of Chicago. All of these are administered by the assistant superintendent in charge of Pupil Personnel Service, Dr. Ora McConner. The members of the staffing teams and special education teachers are certified by the Board of Examiners, to attest to the fact that they have the proper credentials, skills and knowledge to carry out their responsibilities.

Classical management theory states, that the role of a manager or Supervisor is that of a planner, operator, director, Supervisor, coordinator and budgeter (using the acronym PODSCORB). I could just stop at that but this is unrealistic when speaking of a Special Education Supervisor.

The inveterate, bureaucratic manager can just follow the book and the guidelines of Public Law 94-142, but from my experience this is a formula for disaster. Leadership and all that term entails is required, because human relationships are the variable in this equation. Nothing will ever balance without the inclusion of these variables. For example, (many of you are aware of this and know whereof I speak): Jane, the counselor, doesn't like or respect John, the social worker. Some teachers don't like some principals, some co-coordinators don't like teachers or principals, some parents want private not public education placement. Some teachers want to get rid of the troublesome student they don't, or won't, understand. Some teachers and parents, even informed about due process, are not aware of what this means. They want to avoid discomfort and the time and red tape that are involved. Good teacher personnel in special education are not in great supply. Staffings and meetings are never cut and dried. The social worker believes the student is a product of his environment. The teacher believes the student is beyond help, and just wants to get him or her out of his hair. The Pupil Personnel Service coordinator believes it's all been done wrong.

With all this, the role of the supervisor is to see that the student is properly evaluated and served by the best program possible in the least restrictive environment. Still we've left out a most important element, "money". There's never enough to purchase the needed special education teachers, the needed learning resources, the needed locations and places, the needed staff psychologists, nurses, social workers, and so on.

The roles, duties, functions and responsibilities of the special education supervisor for improving cooperation in delivering services, what are they? He's an advocate for the child. He should have input into the making of the budget. He should have input into the selection of special education teachers. He should be a leader who is flexible and creative. He must be a superb communicator with staff, students, teachers, and parents. He must be a superb teacher and have deep insights and knowledge into the process of human relationships and human behavior. With all the above in mind, with what is entailed in what has been said prior to this, that perspective candidate who has grasped and internalized this, cannot help but become an asset as a special education provider, supervisor and advocate for students.

C. The Role of the Special Education Supervisor from the Perspective of Providers and Consumers

Ms. Tee Gallay
Mr. Walter Reed
Mr. Dale Jones
Ms. Emma Nelween
Ms. Barbara Muzik
Ms. Nancy Shuttleneeth

MS. TEE GALLAY

I'm the school observer for the League of Women Voters and have been involved in school and community affairs for close to 30 years. I have been around a long time at both local levels and city-wide levels. The system itself is so diverse, is so large, that dealing with something as individual as the Special Education child has been a problem that, I think, still has to be overcome, but we've come a long way.

There's been a great deal of legal intrusion, and the intrusion does not necessarily imply a negative impact on the system. There are federal regulations, there are state regulations, there are system-wide needs that have to be met and the individual child should be the focal point for all of these regulations. Unfortunately, the child has a tendency to get lost in the shuffle. I think one of the biggest problems is dealing with that tiny rain drop in an ocean; that's the Special Education child.

The individual Special Education programs that have proliferated throughout the system are alike and different in many ways. Although the individual Special Education teachers have training that gears them to deal with the Special Education child, I don't think the average Special Education teacher should have to worry about everything at once. Their initial and primary focus should be on working with the child, filling the needs of the individual child. They also have to worry about complying with all the regulations I mentioned. They have a great number of forms to fill out. They have to interact not only with the child's parents, but with the administrators of the building school itself, with the other classroom teachers, most of whom have absolutely no conception of what dealing with Special Education child means.

I think there is a need for a supervisory element both in an individual school and in the Chicago schools because they are so large, because then at least one person can bridge that gap between the teacher, the parent, the principle, the regular

classroom teacher. It has to be someone who is free, who doesn't have a classroom to deal with. It also has to be someone whose approach can be a little more parochial than the system-wide Supervisors, who come from downtown, (that mythical place out somewhere else) and impose administration's needs on teachers and students. The supervisor is a half way element between major administration and the individual classroom teacher. The Supervisor is an ombudsman, I guess, an ombudsman not only of the Special Education teacher but for the parents. It's new, and I perceive it as a unique kind of role filling a need that hasn't even been addressed in the past.

From the community and the parent's point of view, one of the crying needs is to staff the children, to identify the child who possibly or probably needs Special Education services. Then, once the identification or the initial I.D. has been made, the Supervisor goes through the appropriate staffing to determine then what exactly (they call it prescription) will address those needs. There's a terrible time delay in our system and I can only speak for the Chicago Public Schools again, for we have over 430,000 children, a money crunch and nowhere near enough staff to do the appropriate staffing. There is a real or perceived lag from the time a child is targeted for clear identification and the time the child is serviced. I think this is one of the basic things that the Supervisor does. First of all, dealing with the parents, mollifying them. I use the word advisedly, because just about any parent, and especially the parent of the special needs child, is sure that their child needs the services more than any other child and if they don't get if immediately, their child is being singled out. I think the Supervisor can put things in the proper perspective. There are lots of children who have the same or similar needs, the services will come, but be patient, and we will speed them up as quickly as possible. Again as I said, the Supervisor works the ombudsman's role, working between the parents and the actual staff personnel. The other role I see for the Supervisor as far as speeding up services is strictly public relations. The only reason we have the kind of services available to Special Education kids now is because the parents screamed for them. It's a very, very small group of educators who have gone out of their way to make sure that services were rendered.

Most of the interest focused on Special Education kids comes because the parents said, "WHAT ABOUT MY CHILD?" In order to increase the needed services, maybe what we need is for the Supervisor to act as a catalyst getting the community interested, keeping the interest at a high level, and then helping them focus their self-serving interest into something that will generate services for others as well as their child.

MR. WALTER REED

We're parents of a young boy who has cerebral palsy; he's eleven years old. He's been in Special Education in various schools on the North Shore of Chicago since he was three years old, so for the past eight years or so my family and I have been involved in Special Education. Because I have had considerable involvement with handicapped individuals, since our son was diagnosed ten years ago, I happened to end up as one of the Illinois Delegates to the White House Conference on Handicapped Individuals which took place in 1977.

Ever since then I've been active in one way or another in concerns of Special Education and accessibility and other issues that deal with the disabled. About two years ago, another parent and I founded what is now known as "The Parents Alliance NSSED." NSSED stands for the North Suburban Special Education District.

This encompasses some twenty-two school districts which send children with Special Education needs to one combined cooperative program. In those twenty-two school districts approximately 1200 children are involved in the NSSED programs. Our organization which is now going rather strongly, and of which I am the president, is primarily devoted to bringing together the interests of parents of Special Education students, of teachers and of administrators.

In our time in Special Education we've had an interesting exposure to both teachers and administrators and certainly to Supervisors of Special Education. As a parent I feel that the Supervisor plays an important role particularly in making sure that proper communication takes place. I mean communication between the Special Education teachers and the parents of the child and between the parents of the child and whoever administers the program. That's one aspect of communication in which the Supervisor has an important role to play as the catalyst, as the go-between for parents who are concerned about how the child is doing, whether the objectives are outlined, the IEP's are met or not, and whether or not the child needs to have additional services, or needs to be mainstreamed more or less.

These are the kinds of issues which the Special Education teacher often cannot resolve satisfactorily with the parents, either to his or her satisfaction. The Supervisor definitely has to play a role in facilitating communication between teachers and administrators on the one hand, and parents on the other.

I think communication is also an important responsibility of the Supervisor in the "internal" realms. Many children are in need of speech therapy, physical therapy, occupational therapy, special P.E. and remedial reading, and other such specialties. To make sure that the needs of the child are coordinated properly by the teacher and between the teacher and the special services providers, it's very important that the Supervisor be a good communicator, a good communications link between the teachers and the providers of these other services. Problems concern not only to what degree the child needs each of the services. Sometimes one or the other of the services at the time at which they are conducted, and in the fashion in which they are conducted, have a direct relationship to the child's learning ability in the classroom. Coordinating this is often too great a burden on the classroom teacher. It may even be beyond the abilities of the teacher if the teacher happens to be young or too inexperienced or because they are older and haven't been trained in the new techniques.

Therefore, the Supervisor has an important role to bridge the decisions that have to be made, and to initiate the collaboration that has to exist if the child is to progress. There is another important function which is the "flip side" of achieving certain objectives. The Supervisor, in a defensive, negative way, is also a vital link in preventing certain problems which can arise unless the Supervisor is skilled, experienced, and is on the job. I'm speaking of the kinds of situations which occur, when the teacher misunderstands the child. The teacher might not pay attention to medical information which the parents have been able to obtain, but which the teacher chooses to ignore or isn't impressed with or is too busy or doesn't understand. In such cases all kinds of problems will arise down the road, if the Supervisor doesn't anticipate, and if the Supervisor fails to function as a sounding board for the parents if they don't receive satisfaction from the classroom teacher or from the principal of the school. And in that case the Supervisor, being trained, being skilled, being a good communicator can anticipate problems and see to it that interaction, conversation, discussion is set up between the classroom teacher on one side and the parents on the other, maybe even having an influence on the classroom teacher in order to make sure the teacher

is aware of medical or other external information which the parents could bring to bear on the child's progress, but which might otherwise be ignored.

While this is not usually willful on the part of the teacher, it can be based on ignorance, previous altercations between parents and teacher, mistrust, or a desire on the part of the teacher to not have anyone else interfere in the classroom from the outside. So the supervisor could be a calming influence and also look ahead to problems that might occur and thus solve problems before they really become troublesome.

I don't have too many recommendations on how the delivery of services can be improved for the simple reason that I am not on the inside of how these services are determined and provided. I think that periodic examinations of how the system is functioning, with input not only from educator but also from consumers, and maybe from parents whose children have graduated from the program so there isn't a friction, would be helpful. As a parent I still feel that there are too many professionals in the field who feel they know best, they've been trained to do this and they know how it works. The interesting part to me has been that in the last five years or so when funding for Special Education has become a real problem because of government cutbacks or threatened cutbacks, administrators and supervisors have been very happy to work with parents to see to it that through common action and representation to legislators and government officials funding has been preserved and, at times, increased.

Families and parents can play an equally salutary role in helping with decisions to streamline services and we can help in the discussion of how services can be made more meaningful. Sometimes that involves cutting out waste, cutting out services that are not useful. As a personal example, this past year my wife and I have felt that the physical therapy offered our son who has CP by the school system is superfluous because it is too minimal. There isn't sufficient time for it to make any difference for him. We've gone outside and are paying for it through my insurance company. As a result the district has saved in no longer providing P.T. services to our son at our request. It's a good example of how consumers could be helpful sometimes in improving services or cutting them back where they aren't necessary.

MR. DALE JONES

In response to the question about the role of the Special Education Supervisor, I would speak to how I perceive that role as someone who is likely to be serving more than one school, and serving a variety of constituents, whether it be the parent, or the teacher, or perhaps the principal when they're working in a particularly demanding leadership role because of the variety of circumstances in which they find themselves. In many school buildings I see, the Special Education Supervisor frequently is a "line" position, where they have direct authority over personnel, but they are also in what we'd call a "staff" position where their authority is less well defined and they are in more of a supportive role.

They really operate in both of those functions which makes their leadership responsibilities unique and, I think, particularly demanding. They're an individual who comes into a building and may be perceived by building personnel as a pain-in-the-neck and someone that they'd just as soon leave them alone and quit making all these demands that are seen as unnecessary. They may be seen as that supportive person who is absolutely vital, and they want them in their building as

much as possible. Obviously we have both kinds of supervisors. The successful one is that one who can play that staff position and be supportive and, at the same time, share the authority with the building principal, and assert whatever influence necessary in order to make program changes that are important. In serving in the dual function of staff and line, I think the leadership demand in terms of being very astute interpersonally is an absolute must. We might say that it is a must in any leadership role, but I think its even more critical for the Special Education Supervisors.

People will see that even through the Supervisor isn't in the building all the time that they are a vital service that needs to be maintained even when money gets tight. They need to be an individual who is a very active "encourager", who is able to be very positive, who's able to be a good listener. These are comments that might be considered somewhat trite, but are still critical for the successful Supervisor. I think they need to be an individual that's not only interpersonally effective, but they need to be an individual who has a significant depth of knowledge so that they are able to provide a good deal of information that is not available anywhere else. When I say knowledgeable, I think of their being able to dispense a good deal of information about what is quality instruction. Not only can they say the bulletin boards are nice, and the IEP's look good and the materials are all there, but they also are able to engage in instructional discussion with teachers and principals regarding what is good Special Education instruction, what does motivate a child, and who is not learning.

The Supervisor must be able to work with staff so there is ownership in the program objectives and goals so that when the Supervisor says, "This is the direction we are going, these will be our program priorities," there is common knowledge of those priorities and common commitment. This is different than descending from high and saying, "This is what we are doing," and people perhaps not buying into it, or even worse maybe not knowing what those program objectives are, and not really being sure what the priorities of that Supervisor may be. That happens and I think it's something that's important for the Supervisor to avoid. I would differentiate between managerial skills of an administrator versus the human relations skills of a facilitator. I think the human component, or the instructional leadership, has taken on a much stronger priority than it once did where the administrator was primarily someone who was a manager of a particular program or building who made sure the building was open, materials were there, and the teacher got a pat on the back occasionally. But in terms of really having the knowledge that facilitates program improvement, perhaps that wasn't a key expectation. I think the expectation is now in terms of facilitation of a quality Special Education program, or a quality education program, and is really a very high expectation of the Supervisor now, whatever their particular area may be.

I think the bottom line of a Supervisor's job is to evaluate programs, not students. No matter how successful you may be at meeting your program goals or objectives, if those objectives and their accomplishment aren't leading to improved student achievement or if we are not helping students to achieve every bit of success that they possibly can, then program success is not there. Whenever we set program goals we had better be clear that those goals have a correlation to student success. If we don't know that they do, then we better re-educate ourselves and see what we know about effective leadership and its correlation to student success.

MS. EMMA NEIWEEM

My name is Emma Neiweem and I'm a teacher at Maine East High School in Park Ridge. I work in the TMH program which has 19 students in it, but the whole Special Education program at Maine East contains about 300 students, self-contained and resource. Maine East is unusual in that we have all our students attend the Center Core, which is what it's called. Some of the students are physically disabled, some are multiply impaired. We have the retarded population, we also have the LD, resource and self-contained. I think we have approximately 30 professional staff to service the students, plus aides, and we also have OT, PT and speech therapy, a social worker, and a psychology staff. We have four psychologists on the staff and our own Dean for Center Core and a department chairman. We are one of the largest departments in the building; we have 50 people while most departments have 10. Maine East is a very large high school; we have over 3,000 students attending.

At Maine East our department chairman is our Supervisor. He is the one who does all our evaluations and is there to assist us in day to day problems in the classroom. I think the nature of our department with all the disabilities and the large number of students that need to be served make it very unwieldy for him to be able to be an expert in TMH, and EMH, and LD and BD and all the other areas. Expertise isn't necessarily important down to the finest detail but an overall understanding of those disabilities is important in order to be of assistance to the teacher. One person usually doesn't have that knowledge. My experience with supervision is that it's very general and I can ask for help with problems, problems related to parents, how to deal with them in staffings, problems with legalities, problems with school policy. But if I were to have a very specific problem with teaching a student or with something that is unusual, I don't have anywhere to turn but other staff people, other teachers who have always been a real source of help. I think most teachers find that they rely on other teachers, on peers to really do their day-to-day supervision. I think more help could be provided, but it isn't in the way our district is set up. We have our department chairman, and of course, our principal is involved in general supervision. We're also part of a co-op, which is METSEP. We have a supervisor who comes in from the co-op, but he is fairly removed and generally is involved in staffing processes, placement decisions, and in overall grant work, things that aren't on a day-to-day basis. Supervision is there, but it's pretty far off, it's not real pertinent very often. Philosophically, I would like to have our department chairman responsible for the administrative things that he is responsible for and have master teachers or area supervisors who would be accessible on a day-to-day basis for technical assistance and for personal assistance. We have 300 students in Special Education and the law requires an administrative representative or designee be at each staffing. That means that either our department chairman goes to 300 staffings at the end of the year, which would be all his life for several months, or the social worker splits it with him. O.K., that's still 150 staffings to attend, still a lot of work. All that administration really takes away from his time to sit down with teachers and plan for their classroom, plan for the teacher's personal professional growth. Those are the kinds of things I find lacking in the process as it comes on down.

MS. BARBARA MUZIK

I'm Barb Muzik and I teach at the Northside Learning Center. NSL is a Chicago Public School. It's the high school on the Northside for all 16-21 year old TMH students. We have 150 students and a faculty of about 20 with 12 classroom

teachers. It is a practically oriented, vocationally oriented school where we stress things students will use in real life throughout the academic subjects. We also have a number of hands-on, practical vocational classes for the students. We teach them factory skills or to be more productive in a sheltered workshop. We have a greenhouse where they learn work skills. We have a full apartment so that they can learn all the home living skills necessary for either semi-independent or independent living. We also run a full self-care program in which they learn to take care of themselves and their clothing. Many of our students ride the CTA to and from school and we have a mobility program to teach them how to use the CTA and to cross the street.

In the specialized setting where I'm working right now, which is a school specifically oriented to Special Education, the role of the Special Education Supervisor takes on a different approach from what I've been used to. In this case, my contact with the Supervisor has been lessened considerably as a classroom teacher. The Supervisor works with me only during the multi-disciplinary staffings with parents, social workers, the nurse and all of the people involved with the student. In prior setting where I've worked (I worked in a Special Education classroom that's been in a regular school), I had a lot more contact with the Supervisor and I think the role of the Supervisor was more important to me directly then because the Supervisor served as the liaison between the principal, the downtown Special Education Department, and the teacher. I happened to be in very fortuitous situations where things were very opportune for me and the principal worked very hard for the Special Education program. In that situation the Supervisor was just an aide and brought in new ideas, helped out with staffings and things like that. I think there are some other settings where the Special Education Supervisor has to be more, has to point out to the administration the role of Special Education and how these classes differ from regular education and how they can be integrated well into the school setting. This is a frequent need that classroom teachers have when they are rather isolated as "Special" Education. In the setting where I am now, of course, we are oriented totally toward Special Education, so the Supervisor has a more limited role in that case.

I think perhaps better communications might help the Special Education child if that is who we're talking about helping. If parents know their rights, they can become more active than they are now in seeking placement for their child early. When I say communication, I don't mean within the system but communication through the media, having everyone aware of Special Education, of the services available and diminishing the stigma of a child being in Special Education so more people avail themselves of the opportunity. I think that would be one of the biggest helps that we could have.

MS. NANCY SHUTTLENEETH

I believe the role of the Special Education Supervisor is to provide Special Education assistance to our Special Education staff in the areas of curriculum development, selection of techniques, materials and equipment.

The role of the Special Education Supervisor is to provide assistance to our Special Education staff in the areas of curriculum development, selection of materials, techniques and equipment, identification and allocation of resources, student assessment and prescriptive programming and program evaluation. Our Special Education Supervisors must also work with individual staff members to develop professional development plans, conduct in-service presentations and

identify appropriate programs, materials and activities.

I do what is called "technical supervision" myself with two other Special Education principals and we also have Supervisors in low-incidence. We have five of those through our region who provide expert advice in each of the areas of Special Education for our staff Supervisors. On-site, day-to-day supervision is done mostly by building principals and is more or less just taking care of the everyday task of the children coming to school and getting through the day. Sometimes Special Education Supervisors can also have that function. I'm a technical Supervisor and in charge of people who are Supervisors over my Special Education staff.

In order to improve the quality of delivery of Special Education supervision, I really do feel that one of the most important things is to be able to listen to and communicate with all regular education and Special Education staff. I also believe the ability to organize and plan so that the work can be accomplished successfully and thoroughly is very important. Also, a Supervisor needs to have a great deal of experience in teaching and must have knowledge of all Special Education characteristics, classifications and methods in order to ameliorate students who have problems. The Supervisor must have knowledge in the area of rules and regulations in State and Federal legislation, and all other agencies, and finally, needs to have the ability to see the total educational surface and program.